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To provide occupational training to disadvantaged groups, a 6-month experimental program was conducted for 150 men and women to: (1) stabilize the rural community, (2) turn technological advancement into opportunity for area residents, (3) obtain information about racially related training and employment problems, and (4) stimulate other groups to solve human resource development problems. Some findings and conclusions as a result of conducting programs in two clerical centers and one equipment maintenance and operation center were: (1) A racially integrated program can be effective in communities with strong traditions of white supremacy (2) Underprivileged rural dwellers can be trained to become productive members of society, (3) Community business leaders should be involved early in the training, and community advisory boards should be created to assist in job development and job placement, (4) 68 of 86 clerical and 26 of 48 agriculture equipment maintenance and operation students were placed, (5) The training period should allow enough time to realistically achieve job oriented goals, (6) The curriculum and methodology should be designed to provide an early sense of achievement, and (7) After the training period communication with students should be continued. (DM)

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SPECIAL EXTENSION EDUCATION
for
SECRETARIAL and AGRICULTURAL WORKERS

SEESAW

FINAL REPORT

AN EXPERIMENTAL AND DEMONSTRATION PROJECT
implemented under contract with the
OFFICE of MANPOWER, POLICY, EVALUATION, and RESEARCH
of the
UNITED STATES DEPARTMENT OF LABOR

by
THE INSTITUTE OF HUMAN RELATIONS
of
LOYOLA UNIVERSITY, NEW ORLEANS, LOUISIANA

DECEMBER 29, 1965 to APRIL 28, 1967

VT008221

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
OFFICE OF EDUCATION

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FINAL REPORT

NAME OF PROJECT SEESAW CONTRACT NO. 82-20-66-11

SUBMITTED TO:
Dr. Curtis Aller, Director
Office of Manpower, Policy, Evaluation and Research
United States Department of Labor

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DATE: April 15, 1967

BY:
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This final report on a special manpower project was prepared under a contract with the Office of Manpower Policy, Evaluation, and Research, U. S. Department of Labor, under the authority of the Manpower Development and Training Act. Universities undertaking such projects under the Government sponsorship are encouraged to express their own judgment freely. Therefore, points of view or opinions stated in this document do not necessarily represent the official position or policy of the Department of Labor.

FOREWORD

For two years Project SEESAW was a dream, prior to its funding in late 1965. The fifteen months of action which followed saw that dream transferred into reality.

One hundred and fifty men and women elected to begin training; one hundred and thirty-four graduated on November 30, 1966. Their lives as community members of a rapidly urbanizing rural America now have more meaning and stability. The direction of their lives reflects a creative determination to participate in rather than observe the ongoing development of American society. This report is possible only because of the determination of these 134 trainees to help pioneer the way toward more effective and efficient Manpower Development and Training Act projects.

SUMMARY OF FINDINGS IN THE SEESAW PROGRAM

Some principal findings of Project SEESAW are summarized below:

1. A federally-funded, racially-integrated program can be effective even in communities with strong traditions of white supremacy and with notable bias against the Federal Government.

2. Underprivileged rural dwellers do respond to the opportunity to improve their situation and can be trained to become self-respecting, responsible, and productive members of society.

3. During the stage of contract negotiations, communications with OMPER should be streamlined. Unnecessary delays in action and reaction between OMPER and the contractor should be eliminated.

4. Before the start of actual training, sufficient time should be allowed in which to assemble at least a nucleus of qualified and experienced personnel, including indigenous recruiters and counselor aids. One week should be set aside for orientation of the staff prior to the start of training.

5. Word-of-mouth recruiting by indigenous persons should be utilized to promote confidence in the program and to control the "rumor market." News releases should be used to inform the local community of the nature of the program and to solicit its cooperation. The training staff should be involved in the recruiting process. Norms of acceptance for training should be adjusted to the trainee milieu and program goals. Sharply focused interviews on an appointment basis should be conducted before final selection. Sectional jealousies should be forestalled by proportional selection of the trainees. The staff should be large enough to act in a referral capacity for those not selected.

6. Community business leaders should be involved early in the training and should visit the training center as soon as possible. Community Advisory Boards should be created to assist especially in job development and job placement.

7. The self-image of the culturally deprived is a victim image, with resultant lack of self-confidence and with self-defeating behavior. Hence, counseling should be focused on creating positive self-images and on stimulating decision-making by the trainees. Both group and individual counseling should be employed.

8. The training period should be constructed with time enough to realistically achieve job-oriented goals with the particular trainees. For example, a six-month period is too brief for the average trainee to obtain adequate preparation for clerical or secretarial jobs. A nine-month or twelve-month period is a more realistic training span.

9. The curriculum and methodology should be designed to provide an early sense of achievement. The principles of relationship-learning and repeated-demonstration learning should be applied in practice. The job-preparation section of the curriculum should include written exercises to familiarize the trainees with pre-employment tests. Mock interviews with businessmen and personnel directors should be held. Before undertaking shorthand, a remedial English course should be provided for clerical trainees with grammar deficiencies.

10. After the training period, communication with the "graduates" should be continued for several months and this by way of referrals to job opportunities, of encouraging those who may not at first be hired, of counseling to help the newly employed adjust to their job environment, etc. Provision should be made to cover the transportation costs for job interviews.

TABLE OF CONTENTS

Page

Section 1 SPONSORING INSTITUTION 1

Section 2 THE PLAN AND THE SETTING 3

Section 3 THE AREA SERVED 4

Section 4 THE INTENT OF THE PROGRAM 7

Section 5 THE MECHANICS OF ADMINISTRATION 12

Section 6 THE ACTION OF TRAINING 25

- 6.1. Secretarial Component - Kenner and Slidell 25
  - 6.1.1. Recruiting 25
  - 6.1.2. The Selection Process 31
  - 6.1.3. Counseling 36
  - 6.1.4. Trainee Retention 39
  - 6.1.5. Curriculum and Teaching 41
  - 6.1.6. Job Preparation 49
  - 6.1.7. Testing 51
  - 6.1.8. Follow-up 52
- 6.2. Equipment Maintenance and Operation (Gramercy) 55
  - 6.2.1. Recruiting 56
  - 6.2.2. Selection 58
  - 6.2.3. Counseling 58
  - 6.2.4. Trainee Retention 61
  - 6.2.5. Curriculum 62
  - 6.2.6. Testing 65
  - 6.2.7. Follow-up 65

Section 7 DYNAMICS OF JOB DEVELOPMENT AND PLACEMENT 67

- 7.1. Secretarial Component 68
- 7.2. Equipment Maintenance and Operation Component 69

Section 8 THE QUESTION OF RACE (RACIAL IMPLICATIONS) 71

Section 9 THE INTRICACIES OF COMMUNITY AND GOVERNMENT RELATIONS 74

- 9.1. Community and Business Relations 74
- 9.2. Agency and Government Relations 75

Section 10 DISSEMINATION OF INFORMATION 80

Section 11 RECOMMENDATIONS 81

- 11.1. Operational 81
- 11.2. Finding, Training, and Keeping Trainees 81

Page

EPILOGUE 83

APPENDIX 1 Statistics

APPENDIX 2 Secretarial Curricula

APPENDIX 3 General Equipment Operation and Maintenance Curricula

Illustrations:

The Area Map . . . . Section 3

Graphic Representation of Staff Positions, January-April,1967 Section 5

Section 1

SPONSORING INSTITUTION

The Institute of Human Relations has for twenty years endeavored to "make the dignity of man the heart of economic efficiency." A department of Loyola University in New Orleans, the Institute was initially established as the Institute of Industrial Relations. The current title, the Institute of Human Relations, was adopted in 1964 in order to more adequately reflect the expanding nature and reach of the Institute's activities.

Within the structure of the Institute of Human Relations, three divisions operate on autonomous bases.

1) The Labor-Management Center offers semi-annual courses on various aspects of industrial relations to guide men of labor and management in working together to order economic society toward the general welfare.

2) The Inter-American Center, under contract with the Agency for International Development of the United States Department of State, conducts leadership programs for the youth of Central America, Panama, and the Dominican Republic.

3) The Social Order Center, the division which has operated the manpower training programs of the Institute, grew from involvement by the Institute in efforts to improve the economic conditions of workers in the sugar-cane industry.

The sugar-cane industry, an important segment of the economy of Louisiana, has become increasingly mechanized in recent years. In 1964, the Institute sponsored an Area Redevelopment Administration program designed to provide vocational training in the operation and maintenance of sugar-cane farm equipment. Eighteen men completed the program, and all were employed at wages substantially higher than those they earned prior to the sixteen-week program.

The ARA program, although relatively small in scope, provided experience and background for Project SEESAW. Because of the obvious need for vocational training in the rural areas near New Orleans and because of the Institute's desire to continue work in the development of human resources, Project SEESAW was developed into proposal form in the fall of 1964. The proposal was submitted to OMPER (then OMAT) in January of 1965. Approval and funding required one calendar year, so that activities commenced on January 3, 1966.

The year of active involvement with the MDTA program has been one of wide experience, innovation, frustration, and reward. Above all, it served to deepen the Institute's interest in and commitment to action toward solving the problems of unemployment.

Section 2

THE PLAN AND THE SETTING

Project SEESAW was designed to help alleviate major manpower problems in Southeast Louisiana. The program provided the means through which those outside the economic and cultural mainstream might assume contributing functions in today's dynamic society, thereby supplying crucially needed workers in the clerical and equipment-maintenance fields.

One hundred and fifty men and women participated in the experimental and demonstration program of vocational training. Six months of intensive training was provided for residents from four civil parishes near New Orleans. Two centers provided clerical instruction, and the third provided instruction in equipment maintenance and operation as well as in basic adult education. Additionally, the program included counseling, job development, and placement activities, as well as the formation of community advisory boards.

An important purpose of the program was to provide the visible proof that integrated training programs can work in communities with histories of segregated education. It was intended that in this way Project SEESAW would be a catalytic agent for the development of other human-resource-development programs.

Section 3

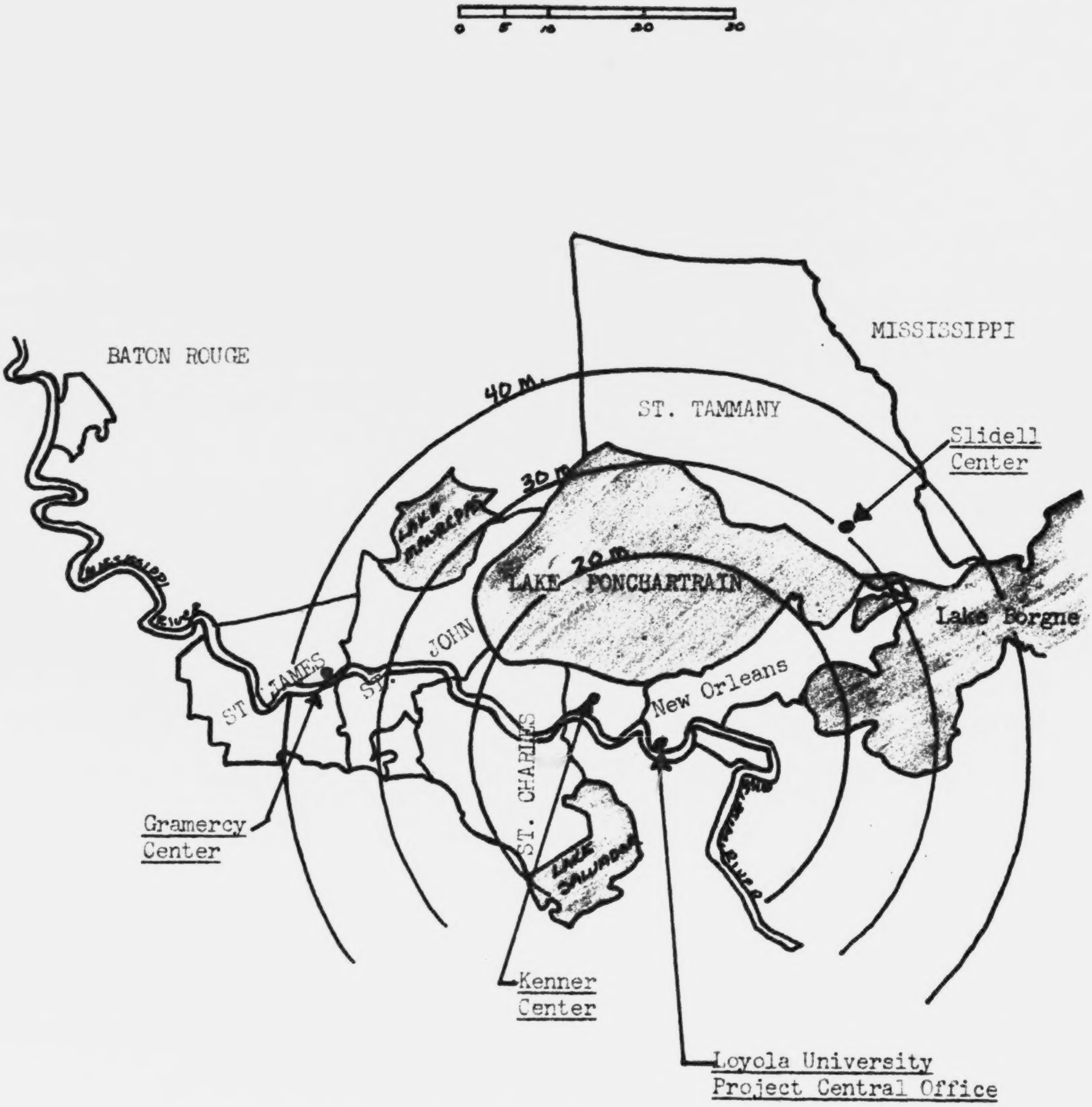
THE AREA SERVED

The map on the following page illustrates the area served by SEESAW. It is divided by Lake Pontchartrain into the sugar-cane-growing "river parishes" of St. James, St. John the Baptist, and St. Charles on one side and, on the other side, the Parish of St. Tammany which borders the Mississippi state line northeast of New Orleans. In 1960, the population for the four-parish area was 96,670, covering a land area of 1,686 square miles.

Over the last 15 years, the area has experienced rapid industrial growth accompanied by population increase. Such growth is attributed to the expansion of NASA facilities and to continuing development of Louisiana's petro-chemical industry, which is largely concentrated along the 80-mile stretch of the Mississippi River between New Orleans and Baton Rouge.

According to the 1960 Census data, of 1528 rural families in the area with incomes under $1000 per year, 1110, or 77%, were non-white. In all parishes of the project area, over 20% of the employed non-white population had yearly incomes under $500. Additionally, opportunities for education and vocational training in these areas have been and continue to be limited. In 1960, the median number of school years completed by adults in all parishes was 8.0. For the non-white population, the median was 5.3. There are no vocational schools in these areas, and while regular MDTA training programs are available in the city of New Orleans, residents of these parishes are generally not aware of such opportunities. Staff and budget limitations of the Louisiana State Employment Service

THE AREA


0
5
10
20
30
BATON ROUGE
MISSISSIPPI
40 m.
ST. TAMMANY
30 m
Lake Maurepas
Slidell Center
Mississippi River
20 m.
LAKE PONCHARTRAIN
Lake Borgne
ST JAMES
ST. JOHN
New Orleans
ST. CHARLES
Gramercy Center
Lake Salvador
Mississippi River
Kenner Center
Loyola University Project Central Office

make it difficult for The Division of Employment Security personnel to service these rural parishes.

Sugar-cane workers probably represent more than half of the more than 10,000 agricultural workers in the project area. A majority of those employed are from 18 to 35 years old, with a substantial number of these employed only for about four months during the planting and harvesting season. Many Negroes, moreover, have been displaced by the mechanization of the sugar-cane industry. They are unskilled and unable to adequately fill the new jobs (which require mechanical skills as well as literacy) in the sugar-cane and petro-chemical industries. Those not displaced by mechanization are struggling under the hardship of illiteracy in learning how to operate and service the expensive machinery used in harvesting cane.

Those rural females who do finish high school are seriously handicapped in competing for clerical and secretarial positions. The rural high schools, especially those primarily serving non-whites, have extremely limited business-education curricula. Additionally, the cost of commercial business schools is prohibitive for those from low-income families.

Metropolitan New Orleans is continuing its rapid growth. With this growth arises greater demand for qualified secretaries, both white and Negro. This is also true because of the NASA operations in the area as well as expansion of the petro-chemical industry.

The Kenner Secretarial Center. This center was located on the outskirts of metropolitan New Orleans near the St. Charles Parish line. Trainees drawn from the three river parishes commuted to this center.

The Slidell Secretarial Center. The St. Tammany Parish training center was located in Slidell, 35 miles northeast of New Orleans, between two NASA operations. These operations, together with the NASA computer center in Slidell, are the main factors in the rapid population growth, and have contributed significantly to the demands for qualified clerical workers -- a demand far in excess of the available supply. The areas of rapid growth in St. Tammany have had to cope with problems of providing sufficient material and services for the many new residents.

The community profile, as well as the size of the population, has also changed. Prior to the recent growth, St. Tammany parish was quite characteristic of other rural Southern areas. This, of course, included segregated educational facilities. Primary occupations in which non-whites were employed were those of "service" - e.g., household domestic workers, porters, etc. With the advent of NASA installations, the _status quo_ and behavior patterns were affected. The Slidell training center was a ground-breaker as the first integrated school in the parish.

The Gramercy General Equipment Maintenance and Operation Center. The site selected as the training center for the general equipment maintenance and operation segment of the program was Gramercy, Louisiana. This center serviced trainees from the river parishes of St. James, St. John the Baptist, and St. Charles. Gramercy is located near the Mississippi River (as are most population centers in the area) approximately 45 miles from New Orleans in St. James Parish. The fact that 5,656 adult males who resided in these parishes in 1960 had completed six years or less of formal schooling indicates the serious need for basic education. One thousand nine hundred and fifty-nine males had incomes of less than $1000 in 1960.

Section 4

THE INTENT OF THE PROGRAM

The primary intent of this program, consistent with policy established by the Office of Manpower Policy, Evaluation, and Research, was to provide occupational training to disadvantaged groups of individuals who would thereby become contributing members of the labor force. To meet an immediate crucial need through the ACTION of training was the primary intent. The knowledge gained and dissemination of this to others were important secondary goals of the program.

The objectives listed in the proposal for the program further delineate the intent that the effects of the action would be multiple in nature, far-reaching,and lasting:

"1. To stabilize rural communities by training local unemployed persons for available jobs within these areas. Among the stabilizing influences will be a decreased migration out of the community, a reduction in the social problems which accompany unemployment, and general economic growth resulting from increased consumer buying power;

"2. To help isolated rural people, who are economically and culturally deprived,to turn the additional threats associated with rapid technological advance into opportunities for steady employment and full participation in the growth of their community;

"3. To obtain and disseminate information about racially related training and employment problems in Louisiana that can be acquired only in actual practice;

"4. To exert a catalytic effect in stimulating institutions, organizations, and individuals in the community to work toward the solution of similar human-resource-development problems."

The Experimental and Demonstration features were designed as part of the ACTION of training. In light of the realities of the training situations, it was discovered that it was not possible to demonstrate fully or experiment totally with all concepts as originally intended. Thus, when a choice had to be made between the ongoing action of training and some facet of the E & D items, the priority went to the former. On the other side of the fence, there were also those features which were discovered, developed, and applied enroute.

The original E & D items included the following:

"1. To demonstrate that the extensive use of small-group discussion sessions in the equipment-maintenance training curriculum would lead to the development of motivation within the men in spite of previous low educational attainment."

Because of the necessity of maintaining a curriculum in terms of basic training needs, small-group discussions did not play the extensive role originally intended. Instead, small-group discussions were utilized as teaching devices during portions of the training period.

"2. To demonstrate that certain adjustments and additions to the standard secretarial training curriculum can be made in order to provide for trainees from low-income families and with little or no experience in an office environment: a) an early sense of achievement leading to increased motivation during the program; b) the necessary psychological adaptation to office environment; c) emphasis and specialization in those skills required for maximum attainment by each trainee, based on individual ability."

This is considered one of the most successful experimental items in the program because of the skill with which the principles of "relationship learning" and "repeated-demonstration learning" were applied to the specially designed curriculum, and the speed with which counseling was integrated into the secretarial program. For documentation of these phases, see Section 6., "The Action of Training-Secretarial Component."

"3. To demonstrate that a racially integrated training program, carefully prepared and carried out, can be successful and receive local support in a community with a long tradition of racially segregated education. A selected community advisory board will be created to help develop community support. An approximately equal number of Negro and white trainees will be recruited for the secretarial training program in order to help achieve the public image of an integrated program, and to avoid going beyond the 'tipping factor,' or maximum percentage of one race beyond which the remaining number of participants of the other race would drop out because of psychological pressure."

As will be discussed in Section 8., "Racial Implications," the training programs were received without incident in the respective areas.

The training center located in Kenner, which serviced the River Parish area, had an enrollment of 30. Twenty-six were Negro, despite efforts to recruit white applicants for the program. All thirty trainees completed the program. The Slidell secretarial center achieved a more even racial balance.

Local support manifests itself in various ways: in Slidell, the fact that the training center opened, operated, and continued without incident can well be considered tacit local support. Additionally, private citizens and public officials assisted in various ways. The Community Advisory Board functioned in an "assistance and advice" capacity and was especially effective in job-placement activities.

Private individuals were invaluable in locating facilities and equipment for the Gramercy program. The program received much local assistance and support from the river parishes during recruiting and initial operations.

"4. To demonstrate the additional problems and benefits of secretaries who live in a rural community and commute to metropolitan New Orleans as compared with those who live in a similar environment but work nearby in offices in an essentially rural setting, such as the Mississippi Test Facility ..."

Those trainees employed relatively close to their residences have adjusted more easily to the work situation than those who commute greater distances to work. This is because there are fewer personal and family adjustment factors involved, rather than because of any inherent differences between the two work situations. The time element places a greater strain on the family in terms of delayed meals, child care, etc. However, those trainees who commute to urban areas will probably develop a greater degree of self-reliance in the process. Those girls who work in the rural areas are more dependent on their jobs; if there should arise the necessity to seek work in the urban area, the experience will be relatively new and foreign, perhaps difficult.

Those features of the program which developed as the program evolved and which may, in retrospect, be defined as "demonstration" are:

1. The inclusion of decision-making oriented counseling in the secretarial program (in both individual and group sessions) was a basic technique in sustaining and increasing motivation, retaining trainees, and providing them with the tools with which to form creative self-images. This type of counseling formed the basis for 100% trainee retention at the Kenner Secretarial Center and 93.3% in the Slidell Secretarial Center

and is explained in detail in the counseling section of Section 6., "The ACTION of the Training-Secretarial Component."

2. Employers can be and are receptive to the program and its graduates - if interested in the program at an early stage, involved in its progress, and committed to its success. In coordinated efforts between the Job-Development Specialist and the Secretarial Training Staff, representatives of local industry (mostly personnel executives) were involved in this segment of the program and, without exception, are now employers of graduates of the secretarial programs. They are concerned and educated employers who are ready to assist with on-the-job adjustment.

This type of mutual cooperation approach to the problems of providing employees from the "culturally deprived" population for the business sector is more beneficial and positive than threats and coercion. The business world knows the EEOC is there: but the mere citing of EEOC guidelines is not notably effective in striving to achieve harmonious placement of MDTA graduates. For extended discussion of this feature, see Section 7., "The Dymanics of Job Development and Placement."

Section 5

THE MECHANICS OF ADMINISTRATION

Training centers were located in three off-campus sites: Kenner (near New Orleans) and Slidell (St. Tammany Parish) for secretarial training, and Gramercy (St. James Parish) for general equipment maintenance and operation and basic education. The Institute of Human Relations, located on the Loyola University campus, provided office space for the central administrative staff.

The original proposal outlined the project schedule in such a way as to allow two months preparation time prior to opening the secretarial training centers and an additional one and one-half months prior to opening of the general equipment maintenance and operation program.

All centers provided 26 weeks of training in 1966: Kenner, March 14 through September 9; Slidell, May 3 through November 23; Gramercy, May 2 through October 28.

Although some staff members had been recruited prior to funding of the contract (January 3, 1966), filling the remaining staff positions was a difficult and time-consuming activity. Primarily because the period of employment was to be relatively short (ten months for most staff members), individuals willing to leave "secure" positions elsewhere who were also qualified to perform the tasks outlined were few and far between. Consequently, time which might have been spent in staff orientation was partially consumed in locating that staff.

It was necessary to seek out individuals with "generalist" backgrounds because of the small size of the staff: those persons able to function with flexibility were those ultimately selected. In practice, it was discovered that we needed not only the anticipated flexibility, but also fluidity within the structure (the ability of individuals to perform multiple staff functions). Most staff members participated in recruiting, job placement, and other activities as needs arose. The chart on the next page illustrates the staff structure and indicates changes which occurred throughout the program.

Central Administrative Office. Staffing this office were the Project Director, Assistant Project Director for Secretarial Training, Bookkeeper/ Administrative Assistant, Job-Development Specialist, Reports Officer, Associate Project Director for Research and Evaluation *, Clerk-Typist, and Project Secretary.

Although the Assistant Project Director for Secretarial Training was with the staff only three months, the curriculum design and most of the preliminary planning was accomplished by the time of her resignation. After this, the position was left unfilled. In September, Mrs. Elizabeth Wren was appointed Supervisor of Secretarial Training because of the need to coordinate placement activities between the two secretarial centers and to provide adequate supervision for the final three months of training in the Slidell Center. Mrs. Wren, originally the Counselor for the Kenner Center, was appointed Supervisor at that center when Mrs. Taylor resigned to join her husband who had been transferred to Seattle by the Boeing Company.

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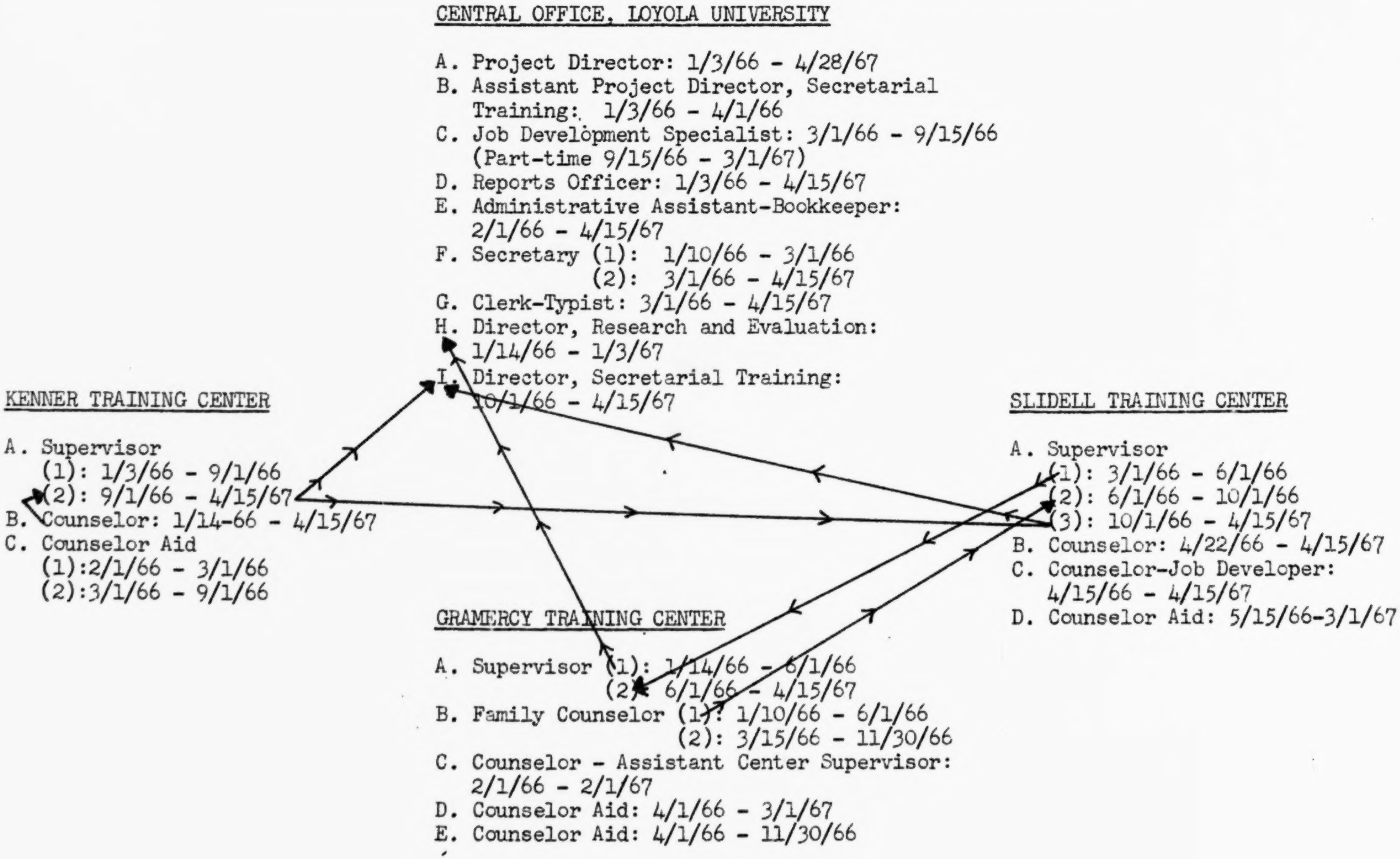
* For administrative reasons, this staff member - originally appointed as Associate Project Director for Agricultural Training and Supervisor of the Gramercy Center - was recalled to the central office on July 1, 1966. His resignation was submitted prior to the completion of his research-evaluation report.

GRAPHIC REPRESENTATION OF STAFF POSITIONS: January 3, 1966-April 29, 1967



CENTRAL OFFICE, LOYOLA UNIVERSITY

A. Project Director: 1/3/66 - 4/28/67
B. Assistant Project Director, Secretarial Training: 1/3/66 - 4/1/66
C. Job Development Specialist: 3/1/66 - 9/15/66 (Part-time 9/15/66 - 3/1/67)
D. Reports Officer: 1/3/66 - 4/15/67
E. Administrative Assistant-Bookkeeper: 2/1/66 - 4/15/67
F. Secretary (1): 1/10/66 - 3/1/66
(2): 3/1/66 - 4/15/67
G. Clerk-Typist: 3/1/66 - 4/15/67
H. Director, Research and Evaluation: 1/14/66 - 1/3/67
I. Director, Secretarial Training: 10/1/66 - 4/15/67

KENNER TRAINING CENTER

A. Supervisor
(1): 1/3/66 - 9/1/66
(2): 9/1/66 - 4/15/67
B. Counselor: 1/14-66 - 4/15/67
C. Counselor Aid
(1):2/1/66 - 3/1/66
(2):3/1/66 - 9/1/66

SLIDELL TRAINING CENTER

A. Supervisor
(1): 3/1/66 - 6/1/66
(2): 6/1/66 - 10/1/66
(3): 10/1/66 - 4/15/67
B. Counselor: 4/22/66 - 4/15/67
C. Counselor-Job Developer: 4/15/66 - 4/15/67
D. Counselor Aid: 5/15/66-3/1/67

GRAMERCY TRAINING CENTER

A. Supervisor (1): 1/14/66 - 6/1/66
(2): 6/1/66 - 4/15/67
B. Family Counselor (1): 1/10/66 - 6/1/66
(2): 3/15/66 - 11/30/66
C. Counselor - Assistant Center Supervisor: 2/1/66 - 2/1/67
D. Counselor Aid: 4/1/66 - 3/1/67
E. Counselor Aid: 4/1/66 - 11/30/66

It can be noted from the organizational chart that the Job-Development Specialist assumed part-time status and was on call for consulting purposes to members of the staff, beginning in early September. (Mr. Bermudez decided to return to the academic world and pursue further training in the field of social work.) Close coordination between the Center Supervisors and Mr. Bermudez (as well as the Counselor from the Slidell center who was shifted to the role of Job Development Specialist) enabled the project to benefit from the many contacts and leads which were developed. Mr. Bermudez's work as well as that done by other staff members in this area is fully discussed in Section 7., "The Dynamics of Job-Development and Placement."

The Central Administrative Staff included a bookkeeper. The proposal stipulated that the Bookkeeper would "maintain records for the entire program, and work with the University Finance Office in regard to payroll matters." The Bookkeeper was appointed Administrative Assistant to the Project Director. Such arrangement freed the Project Director from direct concern with such matters as supply purchase and control, clerical staff supervision, etc.

After consultation with a C.P.A., systems for financial record keeping were established. All work on fiscal matters was handled by the Bookkeeper; the University Financial Office was responsible only for signing the checks.

Relations with the OMPER office of financial management will be discussed in Section 9., "The Intricacies of Governmental and Community Relations."

The Institute of Human Relations carried the project for almost two months insofar as equipment and supplies were concerned. It took General Supply Administration almost nine weeks to process our credit-card application. A substantial amount of money budgeted for "consumable supplies" was spent at non-GSA stores prior to receipt of the credit card. Any possible increase in speed with which GAS orders are filled would greatly enhance the operating efficiency of programs similar to SEESAW.

Kenner Secretarial Center. The administrative staff at this center was composed of the Center Supervisor, Counselor, and Counselor Aid. It was the original intent, and one which was followed, to recruit as Counselor Aid a member of the same geographic area and cultural background as that from which trainees would come --- in other words, the Counselor Aid was indigenous to the trainee population. The role filled by Miss Turner, Counselor Aid at the Kenner center, was indeed a crucial one for optimum operation of the center: she was responsible for feedback to the administrative staff and enabled the Counselor to keep abreast of situations immediately. The trainees knew that she was discreet and "played fair" with them. An excellent balance in this function was achieved by this Counselor Aid, and the center staff recommends use of such personnel in similar programs.

Two Business Skills teachers, one English instructor, and one Personal Development teacher comprised the faculty at this center. The understanding of the learning situation demonstrated by the staff, especially in the Business Skills area, contributed greatly to the general success achieved by trainees at this center. Miss Susie Hess, author of the Business Skills syllabus, taught typing and shorthand and also acted as coordinator of the business curriculum. Miss Hess left the staff in July to return to her doctoral studies at the University of Indiana.

It was with relative ease that members of the teaching staff were located at the inception of the program. Factors contributing to this were the geographical proximity to New Orleans of the Kenner Center and contacts in the business-education world through Loyola's Department of Business Education.

Because the teachers could not be brought onto the staff before commencing training, there was not adequate faculty orientation. This would have been beneficial and is recommended for future and/or similar programs.

Location of suitable facilities for all three training centers was a difficult task. The New Orleans area has undergone tremendous growth during the past few years,and real estate is at a premium. It was originally intended to locate the Kenner Center in New Orleans proper. However, it became increasingly evident that adequate facilities would be hard to locate in New Orleans.

Through a local realtor, it was discovered that facilities in the educational building of the Kenner Methodist Church would be both suitable and available (the facilities were used by the church on Sundays only). The official governing board of the church was approached and agreed to lease facilities for use as the training center. It should be noted here that the congregation of this church is white: their agreement to house an integrated training program in church buildings is indicative of real progress in race relations and social awareness.

Kenner is located on the outskirts of the metropolitan New Orleans area and is relatively close to the area from which trainees were selected. Thus, in many ways, selection of the site in Kenner rather than downtown New Orleans was beneficial for the trainees: while the training center was not too far from their homes (maximum distance was 45 miles one way, minimum distance was 15 miles one way), it yet afforded them the opportunity to commute on a regular basis for a twenty-six-week time period. This experience was to prove quite valuable to trainees after they secured jobs; the fact that they successfully handled the commuting situation for this period of time was a helpful selling point with prospective employers who were skeptical about hiring employees who live out of New Orleans.

The typewriters used in the program were rented from the IBM company, as per agreement in the project contract with OMPER. We generally received good service from IBM. The Lanier equipment (teaching equipment designed with headphones for recorded dictation at four different speeds) proved most helpful and beneficial.

Slidell Secretarial Center. The structure used by the Slidell administrative staff was basically that of the Kenner Center. As can be noted from the organizational chart, three individuals served as Supervisor of this center. The initial Supervisor was transferred to supervisory capacity of the Gramercy Center; the second resigned from the program September 1,1966. The third and current Supervisor also serves currently as Supervisor of Secretarial Training. Two Counselors and one Counselor Aid completed the administrative staff.

It became evident during the recruiting period that many applicants were over 30 years of age and would perhaps relate effectively to a mature individual. It was decided that the Counselor Aid, Mrs. Bickley, could fill that need at this center. Later in the program this staff member was appointed Administrative Assistant and combined the two functions with expertise. As did the Counselor Aid in Kenner, Mrs. Bickley worked at the main office "crossroads" of the center, and was thus able to keep her ear to the ground at all times.

It was with concerted effort that the faculty for this center was located. Primarily because of the distance to Slidell from New Orleans, and also because there are few good skill instructors available and willing to teach on a schedule other than the regular academic year, it was difficult to find and hire the teaching staff. Two Business Skill instructors, one English teacher, one Personal Development instructor (the same person who instructed Personal Development at Kenner) and one Curriculum Coordinator were hired for this center. It is again recommended that full orientation be held for all such personnel. This was not possible in the schedule at this center and repercussions were felt later when it became evident that the teachers (who were hired on an hourly basis) did not fully understand the responsibilities concomitant with such jobs. Thus, the responsibility for teaching aids, classroom supplies, staff meetings, evaluations, etc. was not completely felt by all members of the faculty. This situation could have been partially alleviated through orientation which should include not only a description of, but also explanations of, the rationale behind the program and center operations.

Because of the difficulties encountered in locating suitable facilities for this center, training activities were delayed for three months. After submission of the project proposal to OMPER in January of 1965, the Institute staff began making contacts in the Slidell and St. Tammany Parish area. Several possible sites were surveyed and discussed, but because of the indefinite nature of the program, no firm commitments could be made at that time. The program was approved and funded in January, 1966. During the interim (due to a rapid rate of population and economic growth in the area), the sites previously discussed were leased to other tenants.

Virtually everything was occupied. At one point, a local building contractor agreed to build facilities which would be leased to the Institute for the program. When this arrangement did not materialize, the search for facilities began again.

Finally, two buildings (one a physician's office, the other a converted market) were leased. Located on different sides of the street on the same commercial block in an older area of Slidell, the facilities were mechanically adequate. However, the use of one building as administrative offices and the other for classrooms was not conducive to easy access by trainees to counselors or vice-versa. The market had serious drawbacks as a classroom building. It is recommended that, whenever possible, the entire training center be housed under the same roof.

Because this center opened May 30, three months later than anticipated, the equipment was on hand by that time.

Gramercy General Equipment Maintenance and Operation Center. The staff of this center was structured differently than were the two secretarial centers. The structure which evolved out of necessity placed a great deal of administrative responsibility in the hands of the Counselors, leaving fewer man-hours available for trainee counseling.

The supervisory position outlined in the proposal was "Coordinator of Agricultural Training." However, it was deemed more feasible to structure center operations with a Supervisor responsible for all facets of Vocational Training and Basic Education. The Family Counselor was reassigned to supervisory role for the Slidell Center, leaving this position unfilled for four months, two-thirds of the training period. The need was partially filled by the employment of a part-time Family Counselor who worked closely with one Counselor Aid; together, they were able to service a segment of trainee families. Here it is pertinent to note that a most successful utilization of an indigenous staff member was made possible through this working situation. Through the in-service training the family Counselor Aid received in this manner, she was able to develop her skills and counseling abilities.

The second Counselor Aid, also an indigenous member of the trainee population, experienced a greater degree of difficulty functioning in his position. Due to the efforts of an ex-officio staff member, Reverend Gordon Saussy, S.J., this Counselor Aid's role was more clearly defined later in the training period and he functioned more aptly as a liason between the vocational training segment of the course and the administrative staff. Father Saussy spent two and one-half months working with this part of the program. Additionally, he was instrumental in securing equipment and supplies for the welding portion of vocational training, as well as lending his organizational talents to many spheres of the Gramercy operation.

Members of the Basic and General Education faculties were recruited primarily from the local area. For discussion purposes, these persons were indigenous. All were Negroes, and several had participated as volunteer workers during the recruiting period. A great many problems resulted from hiring personnel without training and/or experience in the education field, not the least of which was establishing and maintaining the elementary functions of center operations (e.g., arriving for work on time, planning work to be covered in class in advance of the actual class hour, keeping accurate records of student achievement). Part of the problem resulted from misunderstandings about salaries. All teachers were paid on an hourly basis, and many felt that extra remuneration should be forthcoming for time expended in addition to the classroom hours. Thus, the "extras" such as staff meetings, paper work, and the like were sources of friction between the faculty and the administrative staff.

The situation was such that much time was spent by the counseling staff in counseling the instructors. Additionally, Father Saussy spent many hours working with the faculty assisting them with teaching techniques and developing an understanding of the goals and problems of Basic Adult Education. Later in the program, a Curriculum Supervisor was hired and functioned as Supervisor of the General Education curriculum as well as Director of Basic Education.

In planning programs of this nature it is recommended that the instructional staff be selected from those individuals with teaching experience (preferably with groups similar to the trainee group) and who have, as well as commitment to the goals of the program, some basic understanding of the inherent responsibilities involved.

Because the type of vocational training offered (General Mechanics and Welding) varied from that originally planned (Farm Practices, Farm-Equipment Maintenance and Operation) it was more difficult to find instructors willing to teach in Gramercy for a six-month period. Those employed were from the local area (one Welding instructor, three General and Auto Mechanics instructors). Trainee interest in Farm Practice curriculum was negligible, and the staff member originally hired in this position was not retained. Those selected as vocational instructors were primarily those with actual work experience in the field; most lacked formal education credentials.

Again, partially because of lack of sufficient orientation, problems arose as to areas of responsibility in regards to lesson plans, records of students progress, etc. And, again, with the help of Father Saussy, the instructors were helped to see their instructional roles and responsibilities in clearer form.

It was the original intent to locate this section of the program in Reserve (St. John the Baptist Parish), about 35 miles from New Orleans. Because adequate facilities were not available to the program at the time needed, it was decided to locate the training center in Gramercy (St. James Parish), approximately ten miles upriver from Reserve. Gramercy was selected because of the availability of a building (formerly a physician's office and pharmacy) as well as proximity to the Luling-Vacherie ferry. The latter factor made it possible for this center to service residents of the West Bank of the Mississippi (all three parishes are bisected by the river).

As in Slidell, it was necessary to procure more than one building to provide sufficient space for all facets of training. Basic and General Education classes were conducted in the main building, which also housed the administrative offices. (Unfortunately, there was too little space to afford any staff member a private office; this was especially a problem when counseling sessions were involved.)

It was originally planned to conduct much of the Farm-Practices training on local plantations. However, when the Farm Practices concept was dropped from the curriculum, it became necessary to locate facilities to serve as a shop area for the Welding and Mechanics classes.

The United Packinghouse Workers' Union Hall in Gramercy was first leased for this purpose. The hall also served an an auxiliary classroom for General Education classes and was of most use during a program of "Medical Self-Help" sponsored by the State of Louisiana, Department of

Public Health. Because the Packinghouse Workers' Union Hall was not suitable for shop work, the lodge of the Prince Hall of Ebeneezer Mason's Fraternal Order (at a distance of 1½ miles from the main center) was leased. Here, with temporary partitions, welding equipment was arranged to allow for maximum utilization of arc and acetylene welders. The other portion of the hall, as well as the outside areas, were used by the mechanics classes. Because all Basic Education classes were held in the administration building during the morning hours, the counseling staff was readily available to trainees. This was advantageous because it allowed the administrative staff the opportunity to observe and supervise the teaching staff.

It is again recommended that all aspects of training be conducted in one locale. It would have been helpful to have had the shop facilities adjoining the main building.

Although the original intent was to present a curriculum of Farm Machinerry Maintenance and Operation, the course presented was General Mechanics and Welding because of the more widespread application trainees would be able to make of their instruction.

Procurement of equipment for the vocational training segment of this training program was difficult and tedious. Primarily because Welding was added to the vocational training curriculum, location and purchase of necessary equipment was a last-minute venture.

For several weeks the trainees went without equipment; instructors improvised with charts and booklets. Although the trainees were patient, it was frustrating for them to see a portion of the six-month training period pass without having any real skill training. Equipment for welding instruction is cumbersome and expensive, and it was through the help of

Mr. Faucheux, President of the Pontchartrain Levee Board, that we were able to purchase (through the State of Louisiana Surplus) and borrow essential equipment. Delgado Technical and Trade School in New Orleans was of much assistance in lending welding equipment, educational films, and advice as to curriculum development. Father Gordon Saussy was instrumental in setting up this facet of the training program. The equipment for Mechanics training was also difficult to procure. For some weeks the teachers provided some of their own tools for instructional purposes. Until two old automobiles were procured (through Mr. Faucheaux), the men in the Mechanics program learned from charts and books. They, too, experienced the same frustrations in wanting to get started as did the men in the Welding class.

Equipment for the Basic Education classes (consisting of tables, chairs, overhead projectors, books, etc.) was ordered in advance and ready for the May 2 opening day. Also on hand was GSA-ordered office furniture and equipment.

Section 6

THE ACTION OF TRAINING

6.1. Secretarial Component - Kenner and Slidell

Secretarial training was provided 90 women in two training centers (Kenner - 30 women; Slidell - 60 women). Training in both centers was conducted on a full-time basis over a six-month period. The Kenner center began operations on March 14, the Slidell center on May 30. The intervening span of 2½ months allowed the Slidell center to operate with the benefit of knowledge gained through Kenner-center experiences.

Facets of secretarial training will be discussed first in terms of experience at the Kenner center, second in terms of adaptations and changes made at the Slidell center.

6.1.1. Recruiting

Recruiting for the Kenner center covered a three-week period, February 11 to March 4. The earlier dates within this period were devoted to arranging schedules, developing interview instruments, preparing press releases, contacting community leaders, training volunteer workers, etc. Interviews were conducted in Reserve, Luling, and Edgard, beginning on February 23. The GATB was administered on February 24, 25, 28, and 29 with the cooperative assistance of the New Orleans Division of The State Employment Office.

Although the staff spent recruiting days talking with church pastors, school principals, and teachers, and distributing flyers, the most successful recruiting technique was ascertained to be "word of mouth." This phenomenon (63% of the 137 applicants with whom we had contact learned about the program in this way) is attributed to the believability factor.

Primarily responsible for the success of spreading-the-word technique were those volunteers who were also members of the population to be served - indigenous members of the Negro population in the rural parishes. Because these men and women were trusted by some of those for whom the program was designed, we were swamped with applicants on the initial day of registration and interviewing. A good illustration of how the believability factor works is that since most of our volunteers were from one locale, a disproportionate share of applications were received from this same area, which was also the site of applicant registration.

It is quite possible that had we located similar volunteers from the white community, our racial balance might have been more equitable. As it was, only four white women completed the registration process (three more put in an appearance at the registration site but declined to apply) and were subsequently selected for training. We have hypothesized that because clerical training opportunities are more accessible to whites than Negroes (because of the separate and very unequal history of public education in this area) that a greater percentage of the Negro population was in need of this training. However, the staff has also concluded that a more thorough job of recruiting could have been the means of selecting a greater number of needy white applicants.

As a result of recruiting experience, the Project Director requested that OMPER release the staff from two contractual restrictions: (1) that trainees not exceed 30 years of age, and (2) that all trainees must be high-school graduates. We observed that many women over 30 years of age were interested in and capable of taking training, and that several qualified applicants had not completed the 11th and/or 12th grades. OMPER agreed to the contractual changes.

The recruiting phase of the Slidell Secretarial Center began in mid-March and ended on April 23. Because recruiting for the Gramercy center was also in progress at that time, the number of available staff members was significantly reduced. Consequently, the staff concentrated on renewing community contacts in the St. Tammany area, developing new contacts, and establishing rapport with local businessmen, educators, and members of the clergy. Two important factors offset staff shortages: (1) interviewing assistance given by local service groups and individuals, and (2) assistance given by the Department of Employment Security office in Bogalusa, Louisiana,in whose district St. Tammany parish is located. The Bogalusa office, short on manpower itself, arranged for the establishment and use of itinerant points in various segments of the community. Thus, prospective trainees were able to secure applications as well as return them to these centers. A total of 179 applications were received. It was hoped that applicants would be recruited from all sections of the parish. Although a disproportionate share of applicants came from the Slidell area (103 applications), all wards or political units of the parish were represented.

Recruiting activities in the parish consisted of training volunteers for interview sessions, distributing flyers, issuing press and radio releases, and meeting with community leaders in the hope that word of the program would spread throughout the parish. Facilities for registration were also located during this period.

A little less than half of those completing the registration process (including the GATB) were white. The achievement of an approximate racial balance is attributed to cooperative assistance given by local newspaper and radio media, as well as to the person-to-person recruiting done by a leader in the local Negro community and by members of several civic organizations. Forty-three percent of all applicants learned about the program through word-of-mouth contacts. "Newspaper articles" was the second-highest category, being responsible for recruiting 30.5 percent.

In the light of experiences gained during the recruiting for the Kenner center, it was decided to schedule interview appointments with applicants rather than process all comers en masse. This system worked primarily because the five interview sites were located throughout the parish and because most applicants were well enough motivated (the believability factor, again) to report for the interview. The entire intake process was greatly facilitated by this system, although it required the additional step and time-lag inherent in registration prior to the actual interview.

It is speculated that (1) had we not had the support of local individuals who made it their business to encourage women to complete the process, fewer applicants would have kept their interview appointments; and (2) motivation to complete the process was unusually high due to the believability factor, the felt awareness of the program as a valid opportunity.

Reflecting on the recruiting experiences for the two secretarial centers, the staff recommends the following to recruit female trainees for clerical vocational training from a rural population:

(1) Establish the believability factor: this is facilitated by enlisting the aid of persons known and trusted by the population to be served, and especially important if that population is composed of minority-group members.

(2) Use indigenous aides to spread the word and increase the believability factor, while publicizing the program through all available media in

the area.

(3) Because sectional jealousies operate within small communities, make all possible efforts to recruit evenly throughout the target area.

(4) Do not expect applicants to wait long periods of time to be interviewed. If possible, schedule intake interviews of applicants on an appointment basis. If this is not possible, schedule convenient appointment dates with the applicants. (This system will work if there is a high degree of motivation and interest in the program. In cases where recruiters must do the intake on the spot to insure that the applicant is enrolled, a totally different approach must be used, as was discovered in Gramercy recruiting.)

(5) Intake forms should be designed in such a manner to insure that questions deal only with the essentials and necessities of trainee registration. Answers to superfluous questions, which may be designed to research the area, are inordinately time-consuming. Also, many such questions have no direct relevance to the action of registration and confuse, frustrate, and often embarrass the applicant. Surveys of the area and its population can be done during the lead-in period or as follow-up. Accumulation of additional data about trainees themselves comes easily during the training period. The process of recruiting and intake requires patience, initiative,and stamina of staff, volunteers, and applicants. It is unreasonable to complicate it further by requiring the collection of non-relevant data at the same time and within the same process.

(6) If the entire staff is used in the recruiting phase, division of staff labor in this phase should reflect the responsibilities for training. For example, the staff of the Slidell center was responsible for the administration of recruiting for that center. Thus, consistency of internal and external operations was assured. This also reduces duplication of

efforts. Because recruiting can be a valuable vehicle for learning about the area, those persons who will deal directly with administration and training will benefit most from the responsibility for recruiting.

(7) If training centers are being developed from scratch, the recruiting phase should not conflict with the time needed to plan and complete physical arrangements necessary for mechanical operation of the center. If the staff is relatively small, such scheduling is doubly important.

(8) Indigenous aides and volunteers are extremely helpful in controlling the rumor market. Especially in areas where racial composition of the training class is of great interest, the incidence of rumor is fairly high. Indigenous and community workers can also be most effective means of publicizing information programmed to counteract rumors. In this way, the SEESAW staff countered rumors by the white population in St. Tammany parish that "this is a federal program, thus only for Negroes." Similarly, the Negro population, because of traditional practices in the area, was susceptible to rumors that only whites would be given the opportunity to participate.

(9) If many more persons apply than can be accepted for training, there should be adequate numbers of staff personnel to act in referral capacity for those not selected. The necessary pace of recruiting and selection hardly allowed the staff to accomplish the immediate task, much less perform auxiliary referral services. It was originally intended that the SEESAW staff would be able to render referral services to all who applied for training. Practicalities of recruiting and selection proved otherwise - many who applied for the program were in need and could have benefited from intensive referral services (to agencies, regular MDTA training, etc.).

6.1.2 The Selection Process

Kenner. The staff of the center was given the responsibility for selection of trainees. For this purpose, the two primary intake forms (Eligibility for Program; Training Allowance Eligibility) were used, as were results of the GATB.

There were 102 applicants who completed the total intake process and who were thus eligible for consideration. Of these 102, fifty-five persons were selected to participate in final interviews the week of March 4. Final interviews were conducted to further evaluate applicants in terms of the criteria established for training: (1) commitment to the program, (2) need, and (3) ability to benefit from opportunities to be offered.

The staff reported that the final interview greatly facilitated the actual selection process, especially because it gave those responsible for selection the opportunity to interview each applicant under active consideration.

In addition to assisting with the final interviews to assess training-allowance eligibility, the New Orleans office of the Louisiana Division of Employment Security administered the GATB to all applicants as part of the intake process. Prior to the recruiting period, eight staff members received training from DES on the administration and use of the GATB.

Although it is hypothesized that there are no truly culture-free aptitude or achievement tests, the following report on the use of the GATB in the Kenner selection process illustrates how the GATB can be applied relatively to persons such as those applying for the SEESAW secretarial-training program. The report was written by Elizabeth Wren, who was given main responsibility for interpretation and use of the GATB in this process.

"The GATB is not primarily a screening device, but rather measures aptitudes. It is graded in terms of national norms. Therefore, any use of the GATB norms for our program must take into consideration the fact that the national norms are the norms to which our scores must be related.

"In working with the scoring, posting, and running of patterns, it becomes evident that the group of girls with whom we are working score in general lower than the national norms, and do not as a group meet the Occupational Aptitude Pattern norms for stenographers. Therefore, we will have to consider this group relative to the national norms, relative to the OAP norms for stenographers, and relative to each other.

"Advice given by the counseling staff of the Department of Employment Security has been very helpful. The advice was to use the scores as a last consideration for selection. They advised that other factors, such as motivation, interest, need, etc. be strongly considered. On the other side, we were strongly advised to not seriously consider anyone with a G (general) score lower than 80 (unless motivation, or other factors, etc. are outstanding). While the GATB scores are not screening devices as such, they certainly give general indications of ability to learn. Therefore, accepting anyone into the program who hasn't the basic aptitude to deal with the material would be a disservice to that individual. The GATB must necessarily become a heavy consideration when the scores indicate a very low aptitude (particularly the G).

"The GATB also can be considered as an achievement test - not in the strict, academic meaning of the term, but in the sense that these particular test scores, coming from a particular group, from a particular geo-socio area, indicate achievement in terms of cultural-educational deprivation. The consistently low G and V (verbal) scores, for example, indicate the fact that reading skills possibly play a major role in these scores. At this point, the Q (clerical aptitude) score must be balanced against the G and V scores in order to get a clear picture of the student's ability. The Q score, if much improved from the G and V scores, would indicate that the person had an ability to grasp and understand words and letters in combination, whereas the reading skills of the person might be so poor as to have greatly affected the G and V scores. So at this point, achievement would have to be considered. Then also, if scores indicate that the reading skills are a factor, consideration must be given to how much remedial work can be accomplished with this person in the time allotted for the program. The reading-skill factor might indicate that the person possibly has the ability to comprehend and take advantage of the training, but would not be able to fulfill the expected results because of an inhibiting reading deficiency.

"The stenographer norms must be considered in terms of securing jobs at the end of the training program. Therefore, accepting scores on entering training that are lower than the norms must be related to the anticipated job placement of the trainee at the end of the six months of training. Scores that are unrealistically low should be carefully examined before allowing the applicant to enter the program."

As a result of the final interview, 30 trainees and 10 alternates were selected. The staff was greatly encouraged by the overwhelming response to the final interview. Only four of those notified of interviews did not meet their appointment. Many were at the center an hour ahead of their scheduled interview time.

Slidell. In addition to the intake forms used in the Kenner selection, a summary evaluation sheet (based on a numerical rating scale) was utilized in the process at Slidell. This form was developed in order to allow the volunteer interview crew as well as the staff more ease and objectivity in rating applicants. Scores obtained from these summary evaluation sheets (at least two persons interviewed each applicant) were used as indices of motivation, commitment, and need. GATB scores (obtained through the services of Bogalusa Division of Employment Security) were used as indications of basic aptitude for training.

An additional dimension which played an integral part in selection of Slidell trainees was geographic and racial distribution throughout St. Tammany Parish. Because of jealousies evolving out of the more fragmentary intra-parish orientation of most of the parish members, and because of the ultra sensitivity toward integration, the staff decided to distribute traineeships proportionately throughout the parish.

Two hundred and fifteen applications were received. Of these, approximately 100 completed the intake process (including the GATB). Sixty trainees were selected from seventy-five applicants who completed the final interview phase of the selection process. Most of the fifteen remaining applicants were assigned stand-by status.

Several of those selected for training did not report. The stand-by list was exhausted during the first two weeks of training (June 1 - June 14).

Thus additional selections were made, and, in some cases, additional GATB tests were scheduled for those applicants who had not completed this segment of the intake process. The student body was mostly stabilized by June 20, although an additional trainee was accepted in mid-August.

The following recommendations are offered as results of staff experience in the selection process:

(1) Final interviews are crucial to the selection process because they allow those responsible for actual selection the opportunity to personally meet and interview the candidates. With background provided by the intake forms and written evaluations by staff and volunteer interviewers, selection is greatly facilitated.

(2) Because GATB norms for various skills are based on a national average, it is difficult to apply them directly to members of racial and/or cultural minorities. However, the GATB can be utilized if individual area scores (V,G,S, etc.) are analyzed in relation to other individual scores and to the individual background of the person considered.

(3) The selection process should be completed at least one week prior to the beginning of training. This will allow the staff to attend to last-minute administrative details without the involvement and stamina required for selection. Additionally, the counseling staff will thus be able to assist trainees-elect in solving problems of transportation, child care, etc. As was evident during the Gramercy selection, a waiting period of more than one week will tend to discourage trainees and will also diminish the believability of the program in their eyes.

(4) If many more persons apply than can be accepted for training, there should be adequate numbers of staff personnel to act in referral capacity for those not selected. The necessary pace of recruiting and

selection hardly allowed the staff to accomplish the immediate task, much less perform auxiliary referral services.

6.1.3. Counseling

The primary counseling format used in the secretarial component was developed prior to the beginning of training at the Kenner center, and was later partially adapted for use at the Slidell Center.

The staff did not attempt therapeutic counseling at any time (as the term is currently used in literature). Insights were used only to help a student deal with a decision. Fortunately, no cases were encountered where professional psychiatric counseling was called for.

Counseling goals were based on the following premise: the culturally disadvantaged (especially the Negro) operates out of a negative self-image - that of a "victim" of society. Behavior which results from this image is self-defeating. Operating as a victim, such a person makes only accomodating decisions, and reacts as a passive rather than active element in society. In order to become active participants in society, such persons must develop _creative_ self-images. Only then can constructive and free decisions be made, only then can full participation be achieved. Thus, giving trainees the tools through which to develop the crucial creative self-images and decision-making processes become primary counseling goals. If this could be achieved, then concomitant active participation on a responsible level would follow. In the actual experience of training, the validity of this premise was demonstrated.

The major way in which the victim image exhibited itself in the secretarial program was flight from failure. It soon became apparent that the degree of failure, or reality of failure, was not really important. It was almost the symbol of failure that seemed to trigger the "running away" syndrome. A mistake on a simple typing exercise would cause a trainee to run from the room in tears. This exemplifies how the concept of "failure" is inherent in the victim image.

Individual and group sessions were structured in terms of helping trainees assess the real situation, examine the alternate possibilities of action, and decide which step to take. For example, in instances such as the "flight from failure" described above, the trainee was put into a situation in which she was able to first ventilate her emotions and then clarify the situation (sort out real from unreal failures). Assisted by the Counselor, the trainee then verbalized the possibilities (return to the typing exercise, continue to run from rather than face the possibility of making mistakes, etc.). The final step, the decision about what to do, was effected by the trainee alone.

In many cases, there was apprehension and inexperience in making the decision, as well as wanting to please the Counselor and/or teacher. This reflects the way in which the culturally disadvantaged, especially Negroes, have operated by making only accommodating decisions (because to do otherwise was usually rewarded by some sort of negative sanction).

Once trainees began to develop creative self-images, it was necessary to help them develop the ability to make their own independent decisions. The instructors and Counselors created situations where the students could make decisions about their work, assignments, choice of which exercises to do first, which to do second, etc. Initially, there was much resistance to making even the most elementary decisions - trainees sought the teacher's advice as to which was "best" to do first, even after they were repeatedly assured that it made no difference.

The teachers and Counselors were really being asked to make decisions for the students. Although it sometimes took an inordinate amount of time, the staff constantly helped with but did not actually make the decision. Thus, through daily practice and awareness of the dynamics of decision-making, trainees were able to develop that process (making independent decisions based on reality) which is an inherent factor in successful participation in today's world of work. Without the experience of making creative decisions, culturally disadvantaged persons are not able to deal realistically with situations presented them.

Group sessions were structured to present information and at the same time enable trainees to deal with that information in a decision-making context. Because the individual has the group for support, the decision-making process can be enhanced. The group also forces him to be more articulate, and he in turn receives more information from the views and discussions of others.

Each group session was structured to terminate with a decision. The Counselor led the discussion through questions of objective, reflective, and interpretive nature through successive stages of: (1) ventilation, or general discussion of the topic; (2) clarification, or sorting out reality from fantasy; (3) discussion of alternatives; and (4) decision. Thus, sessions dealing with plans for an open house, tardiness, job interviews, etc., were structured in terms of the decision.

An especially useful technique in group work was the use of art forms. Art forms enable the trainees to become self-aware and develop self-consciousness which is necessary to the development of the self-image. Art forms (prints, small sculptures, etc.) were especially valuable in the initial stages of the program because common experiences in dealing with them enhanced the sense of groupness among the trainees.

In summary, the basic format of counseling was structured to enable the students to end the training not only with marketable skills but also as creative participants in society. They arrived at the center with victim images of themselves. Decision-making was the weakest link in their ability to do something about their self-images. Thus, the staff attempted to create a situation within which they could develop adequate decision-making processes.

As recorded in the recruiting section, the first few weeks of training at the Slidell center were devoted to stabilizing the student body. All members of the counseling staff were involved in this process, and counseling by necessity was limited to emergencies.

As the training schedule became more stable, individual and group sessions began on a regular basis. Group sessions were designed to be informational in content. Later in the program, art forms were introduced. During the training phase dealing with job preparation, the group methodology used in the Kenner program was utilized, as were techniques of self-image development.

6.1.4. Trainee Retention

Those thirty women selected for training at the Kenner center were characterized by (1) strong motivation and (2) lack of self-confidence. In order to prevent dropouts, the staff decided it would be necessary to constantly reinforce that motivation while alleviating frustration resulting from the lack of self-confidence.

Because the self-confidence level was directly tied to the victim self-image, the problem was attacked on that front. Initial motivation sustained trainees through the earliest periods when the victim self-image was broken open and beginning to change. The achievement of short-term goals throughout the training period reinforced the motivation and, in many cases, increased its intensity.

Close coordination between the Instructors, Counselor, and Counselor Aid enabled the staff to keep abreast of developing situations. Because many counseling sessions resulted from frustrations experienced in the classroom, such coordination and feedback were essential.

All thirty trainees completed the program. Key factors in achievement of the 100% retention rate were:

(1) The creation of situations within which trainees could develop decision-making techniques crucial to successful participation in an ongoing society.

(2) Development of self-awareness by trainees enabling them to evolve out of the victim self-image and into one of constructive creativity.

(3) Coordination between counseling and teaching staff, enabling the trainee to benefit from the team approach on all aspects of training.

(4) Application of the principles of relationship learning and repeated-demonstration learning enabling the trainee to produce rather than become frustrated by non-achievement (see "Curriculum and Teaching").

(5) Development of a strong sustaining group spirit through channeling individual motivation into corporate strength.

Fifty-six Slidell trainees completed the training program for a retention rate of 93.3%. Sixty trainees were given some training at this center (a total of sixty-five persons were actually enrolled. During the first two weeks the student body was stabilized to 60). One trainee dropped out to enter the Job Corps, two dropped out because of family responsibilities, and one was counseled out in behalf of the other trainees. Thus, the statistics reflect one "positive" dropout, while the other three were assigned negative values.

6.1.5. Curriculum and Teaching

The curriculum for the secretarial component was designed prior to the inception of the program. The premise upon which the curriculum was based was that in order to prepare trainees in a six-month program, the curriculum must be (1) intensified and accelerated, and (2) an integral part of the total program. All components of the curriculum (described below) and the tools utilized to implement them reflected this intent: to enable 90 women to constructively utilize this opportunity for vocational training.

The curriculum was designed to cover a 26-week period, divided into four six-week units. Syllabi for the typing, shorthand, and English courses covered the entire period, while courses in introductory automation, clerical practice, and personal development covered shorter blocks of time. Syllabi for these courses may be found in the Appendix.

The introductory automation course was provided for those trainees who elected to discontinue shorthand instruction at the midpoint in training. Additionally, time for supervised study was provided.

As a result of investigation of the fields of teaching and counseling the culturally disadvantaged by members of the Kenner staff, the following instructional framework was established. According to Dr. Jurgen Ruesch, the processes of learning develop along different lines for the culturally disadvantaged than they do for the middle-class white. Thus, culturally imbedded mechanisms of relationship learning and repeated-demonstration learning become vital considerations.

Relationship learning is broadly described as the development of mental processes predicated upon the development and maintenance of a trust relationship between the teacher and the student. This may be contrasted to the traditional learning situation in which the learning process can develop regardless of the existence of a trust relationship. Because of cultural isolation, learning for the culturally disadvantaged takes place not from society or from representatives of that society (teachers), but only from those loved and trusted. Society, which has induced the isolation, cannot be trusted by the culturally disadvantaged. Thus, those who show the child how to get along within the context of isolation (family members) are those from whom the culturally disadvantaged learn.

Directly related to this is repeated-demonstration learning. The learning process utilized by those in the mainstream is predicated upon acceptance of the printed page as valid and acceptable information. However, the culturally disadvantaged person does not accept the printed page precisely because it is a direct representative of the society responsible for the isolation. For example, the culturally deprived child does not have the experience of seeing books and other printed matter give information to his parents; the libraries have been for others, not for him. He often is a child in an illiterate home and, even if books were available to his parents, they could not use them. Thus, the child learns by having someone he loves and trusts show him how to accomplish some task. For example, the middle-class white child is given a cookbook and told to read the recipe and follow the directions. A child of a minority group most often learns by watching her mother or grandmother mix ingredients, bake, etc. Thus, rejection of the printed page and written instructions must be overcome if the culturally deprived person is to be expected to learn via the printed page which for him represents that society from which he has been alienated and which he does not trust.

The accelerated curriculum was implemented in terms of: (1) establishing the trust relationship and (2) utilizing the repeated-demonstration techniques to enable the trainee to accomplish tasks outlined in the curriculum while at the same time learning to adequately deal with written directions and instructions.

English. Although no real diagnostic testing was done, it was apparent early in the program that most trainees suffered from serious English deficiencies - especially in spelling and grammar. Lack of knowledge of the correct verb tense and verb/noun agreement was especially evident. Because the ability to learn and transcribe shorthand depends to a great degree on knowledge of English grammar and spelling, it was decided to supplement the English syllabus with exercises and material designed by the instructors to meet the specific deficiencies encountered. In order to adequately deal with the deficiencies, more class hours were devoted to the English curriculum than was reflected in the original schedule. To accomplish this change, personal development classes were terminated at the end of Unit II (at Kenner) and Unit III (at Slidell). (Personal development material was not lost, however; it was incorporated into the clerical practice course as well as into group-counseling sessions.)

Intensive remedial work was begun at an earlier stage in the Slidell program upon the advice of the Kenner staff. Because it was felt that an early diagnostic test would have been helpful in the Kenner situation, the Slidell staff administered the Pressy Diagnostic Test at that center. Results were used by the English instructor.

At both centers, English instruction was concentrated and intense. Instructors were fair and well liked, thus making the rigors of tough grammar instruction more palatable. Because the trainees saw English classes as a real challenge, and mastery of the subject as a key to secretarial success, most trainees made significant and necessary progress in this subject.

Typing. It can be said that the typing class provided the strongest visible tie between the trainee and her future. The presence and accesibility of attractive and professional looking typewriters contributed greatly to the believability factor during the initial days of training.

Typing classes also provided the opportunity for teaching the fundamentals of following written instructions. For example, the directions for a simple typing exercise were written one at a time on the board by the instructor. After the first step was written on the board, the trainees did what was indicated. Then, the second step was written on the board and followed by the students. The third step was then put on the board, and so forth. The instructor treated this process in a matter-of-fact manner, indicating that this process leads to a correct finished product. Later, the instructors generalized the information and the trainees were able to correctly follow written instructions regarding completing job-application forms as well as typing exercises.

The typing class also provided the most successful illustration of one experimental and demonstration feature of the program: that the curriculum would be designed to provide "an early sense of achievement in training leading to increased motivation during the program." In other words, the staff utilized typing successes as short-term goals for the trainees.

More than half the students had never had any typing instruction prior to their experience in the program. Typing instructors intentionally structured the class so the students could see major progress early -

girls were typing words, phrases, and sentences the first day. In this way trainees constantly and periodically reinforced their own motivation.

The following are typing scores achieved by Kenner's 30 and Slidell's 56 students at the end of the training periods.

FIVE-MINUTE TIME WRITING

Words Per Minute	No. of Trainees
75 - 80	1
70 - 75	0
65 - 70	3
60 - 65	1
55 - 60	15
50 - 55	1
45 - 50	22
40 - 45	9
35 - 40	22
30 - 35	7
25 - 30	5
	86

The average score for all secretarial trainees was 47.4 w.p.m. (net).

It is important to note that the Kenner trainees averaged 43 w.p.m. (net) on the same five-minute timed writings, while the Slidell group averaged 50 w.p.m. (net). The differential between the scores at the two centers was a result of intensified instruction and increased practice time instituted at the Slidell center during the final unit (Unit IV), at which time it became evident that Kenner scores could have been higher if such action had been taken at that center. It was also the step recommended by the author of the Business-Skill syllabus resulting from her evaluation of the Slidell center progress at the end of Unit III.

Shorthand. Like the typing class, instruction in this subject was structured to allow achievement of short-term goals (students were writing the shorthand characters at a very early stage, and thus were indeed producing shorthand). Gregg Simplified Shorthand was taught.

It was reported that shorthand produced the initial crises for trainees at both centers. In most cases this initial frustration of shorthand did not result from any real inabilities to deal with the subject. Instead, it was the manifestation of a general lack of self-confidence coupled with extremely high levels of motivation and self-expectation. It was expressed as a feeling on the part of each individual that shorthand was a "snap" for everyone else and impossibly difficult for that individual. Instruction and counseling was geared to provide a context of reality within which the trainees could evaluate their progress in terms of their potentiality. The "panic" subsided as the trainees built confidence.

Those trainees who elected to drop shorthand later in the training period (at which time the optional automation classes were available) did so because of realistic appraisal of their progress at the midpoint of training.

Fifteen trainees at the Kenner center and twenty-two Slidell trainees elected not to continue shorthand instruction. Instructors reported that English deficiencies (in spite of strong remedial work) were the primary cause of inability to complete the shorthand course.

Shorthand scores achieved by trainees at the end of training are as follows:

Words Per Minute	Number of Trainees
120	2
100	2
90	7
80	19
70	10
60	8
50	1
	49

Average shorthand scores for both centers were approximately the same - Kenner trainees averaged 82 w.p.m. while Slidell trainees averaged 80 w.p.m.

Personal Development. This course was designed to cover the essentials of personal demeanor and appearance which would be crucial to trainees in acquiring and holding jobs.

Initial emphasis was devoted to helping trainees develop images of themselves as secretaries. All instruction was geared to the goals of the trainees. Thus, even voice projection and control became important in terms of office experience.

The Personal Development course provided diversification in the trainees' day. This was especially important during the early period when trainees were adjusting to the rigorous intensity of Business-Skills courses.

Content and techniques (which can be characterized as reflective of the traditional "charm" courses) were not closely coordinated with the self-image development process (see "Counseling"). It is quite probable that trainees would have internalized more had this been the case.

Clerical Practice. The clerical practice course was given during Unit IV at Kenner (final six weeks of training) and in Unit III at Slidell. The Business-Skills syllabus was designed so that material to be covered was dependent upon typing skills to be developed during Unit III. For example, typing mimeograph and ditto stencils was covered in Unit IV of the Clerical-Practice course. Thus, a problematic situation was encountered in Slidell in attempting to begin clerical-practices instruction in Unit III. Some portions of the course were subsequently delayed until Unit IV.

The Clerical-Practice course provided the trainees with the opportunity to use skills learned in the early phase of training in developing additional expertise in the clerical field. By this time, trainees were beginning to anticipate actually "going to work," and the opportunity to work with the Bell Telephone Company's "Teletrainer," dictaphones, seven-key calculators, as well as other office machines, was well received. Teachers reported that trainees did exceptionally well in this course, particularly because they were operating out of "secretarial" self-images.

An interesting fact to note at this point is that all business machines used in this course were loaned gratis by local distributors. Thus, no project funds were spent on obtaining or using such equipment - thanks to A. B. Dick Company, IBM, Olivetti Underwood, and Southern Bell Telephone Company. The only drawback in this type of arrangement is that instruction depends on the availability of demonstration machines at certain times. This proved to be a problem for the Slidell center when some machines were not immediately available.

Automation. As discussed in the shorthand section, 15 Kenner students and 22 Slidell students elected to drop shorthand classes at the end of Unit II. Trainees made their own decisions in this matter (see "Counseling"). The availability of an attractive alternative (introduction to automation) made it easier for the trainee to realistically evaluate her shorthand situation in terms of future possibilities.

The automation course was structured around IBM keypunch simulators which were attached to the typewriters. Instruction provided 60% of the content of IBM keypunch training. Upon evaluation, instructors suggested that a more comprehensive course be given because trainees were not thoroughly qualified as keypunch operators. Their value in the job market would have been greatly increased if we had provided more automation training.

Supervised Study. Although not a programmed area of instruction, this class was much more than a study hall. During this period, instructors worked on individual bases with the trainees, especially with those experiencing difficulties with shorthand and English. During Units III and IV, this period was used for extra typing practice (in Kenner) and job readiness (both centers).

Recommendations: Curriculum and Training.

(1) Training should be designed to cover an eight to ten month period in order to adequately supplement educational deficiencies which present roadblocks to skill training. Of special importance are deficiencies in English usage and grammar which seriously inhibit ability to learn and transcribe shorthand. English deficiencies should be diagnosed at an early stage in the training program.

(2) Principles of relationship learning and repeated-demonstration learning can be effectively utilized as techniques in teaching the culturally disadvantaged. Assisting trainees to develop capacities to follow written instructions was one crucial area in which these principles were effectively used.

(3) The teaching of all curricula is most effective when coordinated with the direction taken by the counseling program.

6.1.6. Job Preparation

The final goal of "jobs" provided the context for all phases of training. Trainees competed against the skills employers would require rather than against the performance of other trainees. Thus, achievements in typing and shorthand were measured against job requirements and individual capabilities. No contests were waged. Trainees operated successfully out of this context.

As a result of feedback from the Job-Development Specialist, job-preparation curricula were divided into two categories, each reflecting a major aspect of the hiring process: (1) pre-employment testing, and (2) the interview itself.

Pre-employment Testing. Hypothesized by the staff and verified by the Job-Development Specialist were these very real facts about pre-employment testing: virtually all major employers and a majority of smaller ones utilize some type of aptitude and/or intelligence screening test (in addition to clerical skills tests).

It was considered moot to argue the invalidity of such tests which are based on national, culturally biased norms. Efforts to help employees deal with problems of such tests will be discussed in Section 7. Because the goal was job placement, it was decided to hit the problem head on. Thus, many hours were devoted to test-wise development sessions. In other words, the approach was to play the game of pre-employment tests - and to win.

Collecting samples of various pre-employment tests, the staff developed practice tests with questions similar to those used on such tests. After illustrating the types of questions and types of "codes" used, practice sessions were held, followed by timed facsimiles of real testing situations. In this way, trainees were exposed (most for the first time) to the techniques of test taking, thus giving them a common background with middle-class whites for whom the tests are designed.

It was of great value for all trainees, but most markedly so for Negro trainees. (Most employers expect Negroes to do poorly on the tests. Job applicants must pass the tests before they are allowed the opportunity for interviews and skills tests.) Feedback during the job-placement phase (and the placement record itself) indicates that such training in test know-how is essential. Hopefully, current efforts to assist employees realistically assess test requirements will eventually provide a more flexible attitude toward rigid requirements. In the meanwhile, getting past that barrier is a goal which should not be overlooked in training programs.

Clerical Skills Test Preparation was a matter of giving trainees experience with five-/and ten-minute timed typing and shorthand tests. Although trainees became "nervous" during the skill tests given in the course of the interview, their past experiences with this type of testing made the test situation more familiar and more comfortable.

Interview Preparation was also a critical segment of the job-preparation process. Because few trainees had ever worked in clerical positions, it was felt that simulated interviews could possibly provide a framework out of which trainees could operate in anticipation of the real interview situation.

Toward this end, local businessmen and personnel managers were recruited. All trainees were interviewed by businessmen, who then evaluated the individual performance and made suggestions to the trainees. Feedback was given to the Counselors, who used the evaluation in working with trainees in group and individual counseling sessions. Such mock interviews provided trainees with valuable experience and opinions from real employers. It is recommended that such activities be included in similar training programs.

6.1.7. Testing

Because of the intense nature of the training schedule, testing (other than that done as part of skills training) was minimal. As explained in the "Selection" section, the GATB was administered to all persons applying for training at the secretarial centers.

The Pressy Diagnostic English Test was administered at the Slidell center at the end of Unit II. The results were utilized by the English instructor in the remaining 13 weeks of training.

The Science Research Association Clerical Test Battery was given most trainees at both centers at the termination of training. Like the GATB, norms for this test are based on national scores and thus are difficult to use directly. However, strengths in certain areas were indicated and were of some value during the placement phase.

Representatives of Federal Civil Service and Louisiana State Civil Service examining boards administered clerical skills tests at the centers during the final week of training.

6.1.8. Follow-Up

The SEESAW contract provided a three-month follow-up period at each center (September 14 - December 14 at Kenner; November 24 - February 24 at Slidell). This period was especially valuable in terms of placement activity and counseling those trainees already on the job. The centers (which remained open and staffed with administrative personnel and Counselors) provided a home base out of which the trainees could job hunt and to which they could come for typing and shorthand practice.

In order to achieve maximum utilization of trainees' time and money (transportation and other allowances terminated the last day of training), schedules were arranged so trainees would visit the center one day per week for typing practice and counseling sessions. This same time was utilized to confirm interview appointments.

For those trainees who did not secure employment within the first few weeks after the end of training, transportation costs became a problem. Counselors assisted trainees in arranging their schedules and budgets accordingly.

Three months proved to be a very workable time period within which to conduct follow-up activities. Most trainees were placed by the end of the period. However, because of shortages in staff manpower, several staff persons were acting in multiple capacities. This put a time bind on the staff, and more than minimal on-the-job follow-up was not possible. If the staff size had remained as large as originally anticipated, all phases of follow-up could have been handled without schedule problems.

For the staff, follow-up was one of the most rewarding phases of the program. The personal sketches which follow illustrate why.

(1) Mrs. G (Negro) was married at age 17 and lacked one year of high school. She had four children and was abandoned by her husband after the birth of their last child. She received Aid to Dependent Children from the Louisiana State Welfare Department.

Mrs. G applied for secretarial training because she was urged to do so by a friend, although she was certain she wouldn't be accepted.

In training, she was at first easily discouraged and had little self-confidence. As training progressed, her self-confidence increased measureably. She made excellent progress in the program, achieving typing speed of 90 w.p.m. at the end of training.

During mock interviews, one businessman told the Counselor that Mrs. G really did not appreciate her full potential; that "in the right situation this could be a My-Fair-Lady story."

The Job Developer talked a major New Orleans university into affording her an interview. Usually this institution gives no interviews to non-high-school graduates. She was interviewed and immediately hired at a relatively good salary.

She is performing well. She has recently purchased an economy car and commutes 100 miles daily to and from work. The Counselor reports that she gained 300 pounds of self-confidence during the first week on the job. Her first reaction upon receiving that first pay check was not how much was deducted for taxes but "Now I'm a taxpayer." She is also an excellent role-model in her own community.

(2) Miss D (Negro), nineteen years of age, applied for training "on a lark" and then was scared the first few months of training. This trainee fled from failure at every turn, and almost dropped out of the program on two separate occasions. Each time the Counselor helped her assess her situation, and each time Miss D returned to the typewriter. Gradually, her self-image began to change into one of a confident, futuristic individual, although her skills were not especially good.

She experienced singularly bad luck on the job-hunt circuit. Some interviews arranged by the staff as well as some of those she arranged herself did not materialize. There were some instances of actual discrimination. Had Miss D been turned down once at the beginning of the program, it is unlikely she would have ever tried again. However, she heard the words "I'm sorry" twenty-three times before being employed.

When asked by the Counselor if she was getting discouraged, Miss D replied, "No, I'm just an unemployed secretary looking for work." She obtained a job at a predominantly Negro college in New Orleans. Although her salary was low, she decided to accept employment because the job would afford her the opportunity to develop her skills and gain some experience.

Follow-up contacts indicated that Miss D was not well pleased with the working conditions, and sought employment elsewhere. Although the staff does not normally encourage job hopping, it was felt such a change could only be beneficial. Miss D has taken a Federal Civil Service job recently at twice the salary of her initial job.

(3) Mrs. W, 27 years of age, is separated from her husband. She is a mother of four children and resides in Covington, Louisiana. She postponed her divorce proceedings in order that she might finish the training program successfully. Mrs. W only went as far as grade 11 in high school, after which she did domestic work for four years. She felt that the program was a "dream that became a reality." Now that the program has terminated, Mrs. W has secured a secretarial position with an insurance company.

(4) Mrs. K, 28 years of age, is separated from her husband. She is a mother of two and resides in Pearl River, Louisiana. Mrs. K only went as far as grade 10 in school, dropped out, and did part-time work for several years. Mrs. K entered the training program under great stress and pressure from her husband who fought her for custody of their children. Fortunately, she completed the program despite her overwhelming domestic problems and at present is employed with a prominent business firm as a private secretary. Mrs. K now feels that she can afford to go to court any time on the salary she is making.

6.2. Equipment Maintenance and Operation (Gramercy)

The original intent of the program was to provide vocational training in sugar-cane farm machinery maintenance and operation. Because of difficulties encountered in recruiting (to be described in the following section), the type of training actually offered was in welding and mechanics, reflecting a change in orientation from a rural to an urban economy.

Adult Basic Education and General Education courses were included in the original design and were subsequently integral parts of the curriculum.

Sixty functionally illiterate men from the parishes of St. Charles, St. James, and St. John the Baptist were offered training in Gramercy, Louisiana (45 miles from New Orleans) over a 26-week period (May 2 - October 28).

6.2.1. Recruiting

Recruiting activities for this center began in early March and ended the week of May 2. The initial efforts were directed toward the plantations, because it was the sugar-cane workers (part-time ones especially) for whom the program was originally designed. It became obvious that permanent plantation workers would not be available for training. The plantation owners were neither able nor willing to release their permanent workers for participation in the SEESAW program. (Here it is crucial to note that such workers are tied to the land because housing is provided on the plantations. Few, if any, workers would be willing to forfeit housing for an uncertain future.)

The primary focus was thus concentrated on those who were seasonal farm workers and other hard-core rural unemployed. However, it was discovered that developing skills in farm practices is not a marketable attraction for un- or under-employed males in the river-parish area. Although most such persons have worked the fields as seasonal workers or as tenant farmers, they do not tend to see much future as farm workers or even as part of an agricultural community. Their vision is directed toward the growing complex of petro-chemical plants and other industries which offer, for those adequately skilled, good-paying jobs which are not affected by the seasonal crop cycle. They also see themselves as part of a rapidly urbanizing community, where new opportunities for work away from the fields will exist for those sufficiently equipped. Thus, the program was presented to potential trainees in terms of "Machinery Maintenance and Operation" in a general, and more industrial than agricultural, sense.

Even with this change in emphasis, trainees were difficult to find. Volunteer workers as well as staff members knocked on doors, recruited in local bars, grocery stores, and meeting places. When word got around that there was the possibility that welding might be included in the program, applicant numbers increased at a rapid rate. (Welding is currently seen as a "success" job - local industries offer $2.65 + per hour for beginning tack-welders. Many local Negro men who have made good did, and are doing so, as welders.)

The Gramercy facilities were occupied by the staff in mid-April. After this time, the believability factor was established. This also affected the rate with which applications were received. By May 2, 172 men had been interviewed and 49 had completed pre-enrollment procedures. As was the case in recruiting for the secretarial centers, word-of-mouth recruiting was by far the most effective (the other means being flyers, radio, newspaper, etc.).

Although it was made quite clear that the program was for men, the staff was deluged with applications from women of all ages. Over 230 women applied for the "farm practices" program. It is surmised that this response was a result of (1) word about the secretarial programs (many women asked if they would be eligible for the secretarial program), (2) referrals from an OEO - Farm Bureau Title IIIB literacy program in the local area and (3) general desire and need for occupational training and adult basic education coupled with a growing awareness of opportunities through federal programs.

A basic literacy program was designed for these women in coordination with the Louisiana State Department of Education.

6.2.2. Selection

Criteria for selection of trainees for this center were: (1) functional illiteracy, (2) need, and (3) availability to participate full-time in a six-month training program.

Sixty trainees were selected; fifty-two began training the week of May 2. The remaining eight slots were filled from the standby list and from other applicants. The student body was stabilized by the fourth week of training.

Information gained and the direction taken during recruiting greatly affected training. Those selected for training may be characterized as rural, farm and non-farm, illiterate, un- and/or under-employed, males over 18 years of age. All trainees were Negro (no whites applied for training).

6.2.3. Counseling

The counseling personnel for this center originally consisted of a Student Counselor, Family Counselor and two Counselor Aides. Staffing necessities at the Slidell center were such that the Family Counselor assumed responsibility for recruiting and selection at that center. At this point an additional staff member was hired to perform the family-counseling function on a part-time basis.

One Counselor Aid was assigned to work with the Student Counselor in dealing with trainees in individual sessions and group discussions. The other Counselor Aid assisted the Family Counselor, kept student records, and filled in as a substitute teacher when necessary.

Individual Counseling Sessions were those initiated by the trainees themselves or by the Counselor (often resulting from referrals from teachers or other staff members). At first, teachers were hesitant to refer trainees to the Counselors. Later in the program referrals to the Counselor became more numerous. Because the Student Counselor was heavily involved in the administrative operations of the center, it was difficult to maintain a schedule of regular counseling appointments. Counseling in emergency cases was always available, and the Family Counselor and Counselor Aid filled in when the Student Counselor was not available.

The Counselor's report reflects the following as major areas of counseling problems:

(1) Personal: marital and/or family disagreements; problems resulting from illness; financial difficulties.

(2) Training: training and travel allowances; transportation; difficulties with teachers; difficulties with other trainees.

It was reported that most trainees adjusted to the training situation. Throughout the program trainees were quite anxious about the possibilities for work at the end of the program. Part of this anxiety stemmed from the delay in delivery of welding equipment, and part resulted from anxiety of wives and mothers about "the job" at the end of the program.

Family Counseling. It was originally hoped that families of all sixty trainees could receive counseling services. However, it was not possible for the Family Counselor and Counselor Aid to service each individual family. Those cases where illness or other family problems gravely affected the ability of the trainee to participate in the program were those serviced by the Family Counselor. All activities of this nature were coordinated with the Student Counselor.

In an attempt to provide services to the remaining families, eight geographical groupings of trainee families were established, and wives, sisters, and/or mothers of trainees were invited to attend initial group meetings. Approximately 50% of those invited participated in the first meetings.

One group elected to continue meeting on a regular basis and suggested topics for future meetings. Four additional meetings were held with this group. Through services of the Louisiana Department of Public Health and Department of Agricultural Home Demonstration agent, films and discussions about child rearing, money management, food and clothing purchasing, etc., were presented. It is important to note that these sessions marked the first time the Home Demonstration agent had actively worked with the Negro population. Several participants were later hired by the Department of Agriculture as Home Demonstration Aides.

Group Discussion Sessions were held during the first few weeks of training as orientation sessions. Topics of primary interest for trainees were training procedures, job opportunities, and training allowances. Later in the program, group discussions were held in order to allow trainees to ventilate opinions about training and as information exchange between trainees and staff. During this time, teachers attended staff seminars and received training in leading group discussions.

Because it was felt that the indigenous populations of the rural areas being served by the program needed to develop skills of leadership, it was decided to design a series of group sessions which would teach trainees themselves the skills of group-discussion leadership. Thus, the basics of group dynamics and the procedures of leading groups were presented in general-education classes and were followed by sessions in which trainees acted as discussion leaders and recorders. It has been reported that many trainees internalized this experience and have utilized these new skills. A pertinent example is that of the trainee whose wife was preparing the household for her coming hospitalization. Through a family meeting, duties were delegated and household chores were assigned to family members. When Mrs. G left for the hospital, she had the comfort of knowing how things would be taken care of and by whom. Skills enabling the father to handle this type of situation were developed during the sessions described above. It is hoped that trainees with such skills will find their way into positions of community leadership.

A special series of group sessions was held during the final few weeks of training in an attempt to adequately prepare the trainees for interview appointments. Such sessions contained the fundamentals of writing resumes and letters, following up newspaper help-wanted advertisements, and "do's and dont's" regarding interviews. It is reported that some trainees did not seem to internalize this information until after the first job interview. At that point, the information presented in the sessions became relevent to the trainee.

An added dimension in the counseling framework was the student club, formed by and for the trainees themselves. The club provided a framework for the development of a group identity.

6.2.4. Trainee Retention

Eighty percent (48) of Gramercy trainees completed the program. Nine of the twelve dropouts were those terminated by staff members in the best interest of other trainees (due to their excessive absenteeism, lack of discipline, etc.).

6.2.5 Curriculum

The curriculum for the Gramercy center was composed of the following courses: Basic Education (literacy and elementary mathematics), General Education (general knowledge about how to function within the community, state, and nation), and Vocational Education (welding and general mechanics instruction).

Basic Education. Basic Education classes were held 2 hours each day throughout the 26-week period. A total of 256 hours of instructions were given to the subject.

The initial plan for Basic Education was based on experimental usage of five adult teaching methods: SRA Reading Labs, Laubach, Encyclopedia Britannica's Words in Color, Educational Development Laboratories' audio-visual system, and Spalding techniques combined with Follette's System for Success. Preliminary testing indicated that all trainees functioned at a below-the-seventh-grade level, although several had completed high school. Trainees were grouped on a heterogenous (age, educational achievement, etc.) basis for a three-month period. It was hoped in this way that the comparative effectiveness of each method could be ascertained.

After the first two-month period (ending July 1), the methods were evaluated (scores from the GATES test were used) and students were regrouped on a homogeneous basis according to their educational achievement level. It was decided to retain the Laubach, SRA, and EDL teaching methods. Some techniques of the Spalding-Follette method, especially phonics, were incorporated into the other methods.

Regrouping on a homogenous basis was done in order to allow trainees to progress at individual rates. In heterogenous groupings, faster or more advanced students often were held back by less advanced students.

In the last month of training some minor regroupings based on individual progress were effected.

It was reported that all trainees made substantial progress in basic literacy achievement, many progressing as much as three grade levels. The EDL method appeared to be the most effective in working with trainees who entered the program on the threshold of literacy (6th and 7th grade level). Success with this method is partially attributable to the teacher-training afforded our staff by EDL field representatives.

The SRA lab method was also quite effective, especially because it is well programmed and leaves less to invention of the teacher than do the other methods.

The curriculum for the last two weeks of Basic Education was coordinated with the job-preparation phase of General and Vocational Education (composing letters of application, written style, etc.).

General Education. General Education classes were scheduled throughout the program. Major blocks of instruction (described below) were scheduled to coordinate with other phases of the program. General Education classes were held on 107 of the 130 instructional days of the program, for a total of 185 instructional hours. Major blocks of instruction (in chronological order) were:

(1) Budgeting; Purpose of MDTA; Training Allowances;
(2) Local and State Government; Politics;
(3) Health, Hygiene;
(4) Group-Discussion Training;
(5) Medical Self-Help (in coordination with the Louisiana State Department of Public Health);
(6) National Government; International Current Events;
(7) Consumer Education;
(8) Job Preparation.

It is the consensus of the staff that General Education was a vital part of the curriculum and provided a framework for development of community awareness and constructive participation.

Vocational Education. One half of the training day was devoted to vocational education. Trainees received a total of 436 hours of vocational education. During the months of May and June (the first two months of training), trainees were divided into four groups and attended classes in each of the following subjects one day each week: Auto Mechanics, General Mechanics, Farm Practices, and Welding. Friday was reserved for special guest lectures and field trips. Because the curriculum for welding and auto mechanics was yet being developed (these courses were added to the curriculum at the last minute in order to provide desired training - see "Recruiting"), materials presented in such sessions during this period were explanatory in nature. The necessary equipment had not yet been procured, so lectures and demonstrations were used in lieu of instruction with equipment.

Major regrouping of Vocational Education classes took place during the month of July. Delivery of equipment ordered was spasmodic at best. In some cases (especially for the Welding classes) the demonstration methodology continued, although some equipment in limited supply was by now available.

As a result of trainee interviews designed to define vocational goals of the trainees, it was decided to drop the Farm Practices course. No trainee stated farming or farm practices as a vocational goal. The General and Auto Mechanics courses were combined, resulting in two rather than four vocational class offerings: Welding and Mechanics. Curricula for these courses are included in the appendix.

By August 2, all equipment had been procured and use of the shop areas as well as detailed curricula had been defined.

Thirty-five students completed the program with a "major" in Welding, while thirteen program graduates took the Mechanics Curriculum.

6.2.6. Testing

Several tests were administered throughout the twenty-six-week period. Most applicants were administered the experimental I-PAT Employment Service Test. Parts of the GATES series were administered after the first month and again at the end of training.

During the last month of training, the staff administered the California Achievement Test in hopes of preparing some trainees for GED qualification. The Employment Service also administered the GATB during the final weeks of training.

Experience in test-taking is valuable during the job hunt. It is felt that these test batteries were beneficial to the trainees themselves in that many had never taken a "pencil and paper" test before.

6.2.7 Follow-up

Throughout the three month follow-up period (October 28 - January 28), the supervisory personnel, two Counselors and one Counselor Aid remained on the staff. The center was the central point from which placement and counseling activities were directed.

The main activity during this period was placement. Additionally, staff members maintained contact with those trainees already placed. This contact was especially crucial in helping trainees adjust to the job situation. In spite of counseling efforts, a few trainees quit their jobs and/or were fired. In other instances, intervention by the staff was crucial in working out problems between trainee and employer. Thus, the staff continued to provide supportive service to employed trainees as well as placement for those not yet working.

One important discovery was that while the personnel office may hire, the foreman is the boss. Often the foreman is not prepared to deal with an MDTA graduate, especially if that graduate happens to be Negro.

Problems which arose during the follow-up were those of communication with trainees and transportation. Many trainees do not have telephones, and regular trips to the center by trainees were not possible because of transportation limitations. The staff tried to set up a network of "message carriers," but its effect was minimal. Money for bus fare for interviews was not always available and the lack of such funds resulted in non-attendance at arranged interviews. The staff reports that transportation allowances for the follow-up period would have helped greatly.

Section 7

DYNAMICS OF JOB DEVELOPMENT AND PLACEMENT

The present-day employer may be generally characterized as one who wants to be fair (or is in a position where he must try to be) in hiring practices. By and large, however, he is not yet really knowledgeable in the employment of those individuals from culturally disadvantaged backgrounds. On the one hand he has job openings, and often has difficulty filling them at all; on the other hand, he is faced with a steady stream of untrained and/or unqualified applicants, many of whom cannot pass employment tests or appear to lack attributes of good employees. In many cases, the employer (especially in the South) is fearful that he may be asked to lower his standards.

Knowing that such feelings would come into play during the placement phase, the program was designed with the concept of job development. Here, development is used in its widest sense -- developing actual job slots, to be sure, but also developing employer awareness along with acceptance of new concepts by the business community. Thus, the staff (especially the Job-Development Specialist) became familiar with the structures, operating frameworks, and persons in the business community. The rationale was one predicated upon a two-way street: business could help the program by assisting with the curriculum and training itself - by helping the staff prepare workers to fit their needs. On the other side, it was hoped, real placements would be most effectively achieved in situations where the employers were well on the way in developing the awareness described above.

First it was necessary to develop interest about the program. This was most effectively done through face-to-face contacts with personnel managers, followed by visits to the training sites.

If interest had been generated, the employer representative was usually willing to make the requested suggestions in answer to questions such as "How can we better prepare our trainees?" and "What do you look for in an employee?" At this point, employers usually became more than interested - they developed concern for the program, for the trainees. They also became excited about the real possibilities inherent in such a program. This is when they became extremely helpful - not only did they have a store of immensely valuable information which could be incorporated into the program, but they became Job Developers themselves.

Of course, this process was not completed with every individual approached about the program. If the process can be completed, the employers are usually ready, willing, and most able to assist. It is the opinion of the staff that the employer is most likely to become involved when he visits the training site - getting a busy executive there is sometimes a challenge, but well worth the effort. Persistence is the key.

7.1. Secretarial Component

Through coordinated efforts of the Job-Development Specialist, center staff personnel, and advisory boards, 90% of Kenner trainees (27 of 30) and 75% of Slidell trainees (41 of 56) were placed by March 1, 1966 (5 months after training for Kenner; 3 months for Slidell). Placement statistics for the Slidell center should increase within the next two months. The 90% figure for Kenner was achieved within a 5-month period immediately after the termination of training.

Members of the secretarial training staff estimate that the average number-of-interviews-to-job-secured ratio is 10:1. This figure is average; some trainees were hired on the first interview, others tried 20 or more times before being hired.

Factors in the relative success in placement of the secretarial trainees are: (1) rapport established at an early date with local business and personnel executives; (2) extensive and intensive job preparation during the training program itself - especially valuable were "mock" interviews and pre-employment test preparation; and (3) success of teaching and counseling techniques - our trainees had marketable skills and creative self-images out of which to operate as reliable and responsible employees.

Salaries received range from $50 to $115 weekly. Five program graduates had received on-the-job promotions prior to March 1.

7.2. Equipment Maintenance and Operation Component

As of February 1 (the end of the follow-up period), 53% (26 of the 48 trainees) who completed the Gramercy program were employed. An additional eight had been placed (five quit and three were fired). The center staff reported the following analysis of the employment situation:

26	working
8	quit or fired
2	retired
3	unemployable
2	Armed Services
1	Job Corps
4	self-employed
2	lost contact
48	graduates

Placement of Gramercy men was especially difficult because of communication problems. Over 100 interviews were arranged by the center and placement staff. Several of these interview appointments were not kept because the staff could not locate the trainee. If located, the trainee often could not afford to meet the interview appointment.

The possibility of OJT slots for some of the less-advanced trainees was explored with the Louisiana State Department of Labor as well as with owners of small machine shops in the rural areas. Bureaucratic red tape was a major stumbling block for these small businessmen. No OJT slots were opened as a result of this effort; however, the Institute plans to maintain these contacts for future reference. Five trainees were placed into training programs at Delgado Trade School.

Section 8

THE QUESTION OF RACE (RACIAL IMPLICATIONS)

The question of race was and was not relevant in the SEESAW program. It was relevant in that integrated training centers operated in Southeast Louisiana. It was not relevant in that the integration caused no problems during training itself. The Slidell Secretarial Center was the first integrated school of any kind in St. Tammany parish. Only through cooperation (silent but important) of the local sheriff, chamber of commerce, and mayor did the program operate in its entirety without incident. St. Tammany parish is part of the "Redneck Klan" area and the occasion of an integrated school which operated without incident over a six-month period was somewhat of a miracle (the racial composition of the Slidell center was almost 50-50, Negro and white). Counselors report that while participating in an integrated situation was a new experience for many trainees, Negroes and whites alike accepted the integration as a fact and operated within this context.

As reported in the recruiting section, only four white persons completed application for training at the Kenner center - it had been hoped the ratio would be more equitable. Once again, the staff reports that trainees, both Negroes and whites, adjusted to training in a matter-of-fact manner.

All sixty trainees at the Gramercy center were Negroes. The staff received some requests for "separate" training for whites, which were dismissed with an answer explaining the MDTA and Loyola policy regarding non-discrimination.

The phase during which race became most relevant was placement. In the secretarial program, it was much easier to place Negro trainees in large offices of national businesses than in small offices of local operations. The two main New Orleans newspapers still run some help-wanted advertisements with "white" as a prerequsite for employment. Small companies which do not specify race in the advertisement had "already filled the position" or "could not consider a Negro candidate."

Many firms were exceptionally progressive in granting interviews and employment opportunities. Two trainees are the first Negro clerical employees in their respective offices. Counselors worked with the employers, supervisors, and trainees in order to make the situations as smooth as possible for our graduates as well as for the companies. For both parties, the new situations are progressing well.

There is much yet to be done in opening the avenues to employment for members of minority groups. If personnel executives such as those representing Shell Oil Company (main office, New Orleans; refinery, Norco; and chemical plant, Laplace), North American Aviation, Blue Cross, Tulane University, and others could be the rule rather than the exception, MDTA graduates would be readily and skillfully absorbed into the labor market.

One of the main roadblocks to employment for the Gramercy men is the existence of the segregated union. No hope was held for the opportunity for apprenticeship training - this is where several Gramercy trainees could have become full participants in the labor market. In the end, staff members ignored rather than approached union personnel, in the hopes of effecting some placements in spite of the unions.

Perhaps the greatest change effected by the program was upon the communities of St. Tammany parish. Individuals are yet reluctant to act in initiating and/or sponsoring human-resources-development programs; they have, however, urged Loyola to continue. They are now aware of the possibilities for St. Tammany parish, and these are integrated possibilities. Thus, institutions such as the city council and chamber of commerce are willing to tacitly ignore the question of race in favor of some progress - which in itself is progress.

Section 9

THE INTRICACIES OF COMMUNITY AND GOVERNMENT RELATIONS

9.1. Community and Business Relations

In Kenner, because the center was not located in the communities from which the trainees were recruited, it was felt that the Business Advisory Board was the most pragmatic way to utilize the volunteer time and effort of the local business community. The Business Advisory Board was formed to assist the staff to adequately prepare the trainees for clerical positions. This board, although not as comprehensive in size or composition as the Slidell board, functioned very effectively. The members (representatives of Metropolitan New Orleans business concerns - Bell Telephone, Shell Oil Company, etc.) provided valuable assistance in terms of the curriculum and job preparation and were active participants in the job-development and placement phases.

It is pertinent to note that much interest in the program was generated by members of the Kenner Methodist Church in whose educational building the training center was housed. The church membership is white, and the undertaking of an integrated (mostly Negro) program in the church building was seen by the program staff and church pastor as a significant step. What was even more pleasing to observe was the concern for the trainees themselves exhibited by church members; they would ask, "How are our girls getting along?" The church membership is now considering ways in which similar programs may be established. Here is one case where SEESAW's presence and success has engendered local initiative.

The Community Advisory Board for the Slidell Secretarial Center was the most comprehensive board established for any of the three centers.

Because the situation was more tenuous in Slidell from the beginning, intensive efforts were involved in the formation of the board.

Most persons asked to serve on the board accepted without reservation. It was composed of businessmen (large and small concerns), educators, clergy, and representatives of the Slidell Chamber of Commerce, League of Women Voters, and Jaycee Jaynes. Board meetings were held periodically throughout the training program. Primary emphasis was placed on the job-preparation and placement phases.

Largely through the cooperation of The Slidell Times, correct information about the program circulated through the community. Rumors did spread, but the active presence of the Community Advisory Board was a positive factor in achieving and continuing rapport with the local community.

No formal advisory board was formed by or for the Gramercy center. However, several local civic and business leaders served as advisors on an informal basis. One such individual, the local Chevrolet dealer and president of the Pontchartrain Levee Board, was an instrumental figure in acquiring materials for both welding and mechanics classes. Members of the local clergy and fraternal organizations lent assistance as well as interest to the program.

Contacts and cooperation were established and maintained with the following: The Urban League (effected one secretarial OJT placement), Social Welfare Planning Council, Total Community Action (New Orleans), St. Tammany Chamber of Commerce, League of Women Voters, Jaycee Jaynes, Gramercy East Side Improvement Club, Plans for Progress.

9.2. Agency and Government Relations

Department of Employment Security. Because of the broad geographical scope of the program, two Employment Office Districts were involved in the administration of Project SEESAW (New Orleans and Bogalusa District Offices) as well as the Louisiana State Office in Baton Rouge.

Project SEESAW was the second Experimental and Demonstration project to be funded in the state of Louisiana. Differences between E&D and regular MDTA programs were not thoroughly understood by DES personnel. Several matters, including responsibility for selection of trainees, were researched. DES staff members were exceedingly gracious in handling their responsibilities and leaving other responsibilities to the SEESAW staff. DES test personnel trained eight SEESAW staff members in techniques of administration and utilization of the GATB. The staff was especially grateful for assistance given by the New Orleans and Bogalusa District Offices in administering and scoring the GATB (which was given to all applicants) for the Kenner and Slidell centers. Much valuable assistance was made available when questions of training and/or travel allowances arose. The Bogalusa Office (short on staff to perform its own functions) was also generous with recruiting assistance. Good rapport between the secretarial center staffs and the DES officers was a pleasant development in the program.

However, DES effected no placements of graduates; perhaps this was because the job-development work done prior to the end of training by the SEESAW staff resulted in more effective contacts than possible for the DES staff.

Relations between the Gramercy operation and the New Orleans DES were a bit more complicated primarily because of the shift in supervisory personnel at the center and some misunderstandings about placement responsibility. SEESAW staff members did all the training-allowance paperwork as well as that required for registration with DES. It had been felt that this would be a DES responsibility. No placements were effected by DES, although New Orleans office personnel as well as state personnel from Baton Rouge were quite helpful in placing five graduates in MDTA training programs at Delgado Trade School.

Louisiana Department of Education. The MDTA Division in the Office of Vocational Education in the Louisiana State Department of Education was the state agency through which Project SEESAW was authorized. Throughout the administration of Project SEESAW, communication with this agency was minimal (the need for much interplay between Project SEESAW and this agency did not arise). Those contacts with this agency were handled in a satisfactory and adequate manner.

Through the coordinated efforts of the Louisiana Department of Education (Adult Education Division), the SEESAW Gramercy staff, and the St. John the Baptist School Board, a program was designed to provide basic adult education and health and sewing instruction to those women who had previously applied for training in the Gramercy program. No training allowances were available, and only twelve women took advantage of the opportunity. Several problems arose over red tape between the School Board and the State Department of Education. The Loyola staff was caught in the middle. The program was a good idea, but the staff has concluded that a disproportionate amount of scarce time, money, and effort was expended for 12 women trainees.

Department of Public Welfare. The DPW supervisor in charge of the Gramercy area was most cooperative. The several Gramercy trainees and/or their families who were receiving DPW assistance were not dropped from DPW when training allowances were put into effect.

Department of Public Health. Kenner trainees received smallpox immunization and TB patch-tests through the cooperation of the Jefferson

Parish Health Unit. The State Department of Health Education provided the section of Medical Self-Help for the Gramercy program. This office also arranged for TB and VD tests, as well as smallpox immunizations.

OMPER. The SEESAW staff did not lose faith in OMPER despite the fact that it took over one calendar year for the program to be approved and funded. We realize that red tape is sometimes a necessary evil. However, the situation reported in the fifth periodic report (submitted August 15, 1966) documents the lowest point of communication between OMPER and the SEESAW staff (pp 54 and 55 "Suggestions "):

> 1. Relationship with Office of Special Programs - OMPER
>
> As a result of a telephone conversation with an officer in the Office of Special Programs during the week of June 6, we learned that Mr. Ian Pearis, our Project Officer, had been transferred to NYC. (The conversation originated in Washington and was related to another matter. Thus, our knowledge of Mr. Pearis's transfer was purely accidental.)
>
> Since that time, we have received no correspondence or other communication from the Office of Special Programs indicating that we were without a Project Officer. This has been our situation for two months!
>
> We found it difficult enough to negotiate changes, have requests approved, etc., when we had a (cooperative) real, live Project Officer. Even then, it took one month to elicit a written response to a written request (we had been told that verbal conversations, requests and approvals do not hold water -- the only way to fly with OMPER is through the written communique, which takes four or five calendar weeks to negotiate).
>
> Thus, it is extremely disconcerting to operate without knowing (1) officially, if Mr. Pearis is no longer "ours"; (2) who, if anyone, has been assigned to us; and (3) how we are supposed to operate in the interim.
>
> We do not like to run our project in a vacuum. It is helpful to have a knowledgeable someone to whom to talk. We are an experimental program, but going it alone is not one of our demonstration items. OMPER, are you there ????

A considerable delay in the processing of the SEESAW application for a GSA credit card (for use in the local GSA self-service store) was caused when OMPER neglected to include a letter of authorization for the credit card and equipment order with the contractual papers. As a result of this delay, GSA-ordered office furniture and materials were not received by the SEESAW staff until after one center had begun training operations. Additionally, project funds were spent for consumable supplies (paper, pencils, etc.) at retail rather than GSA prices for the first two months of project activities. Consequently, the consumable supplies section of the budget was very tight for the remaining thirteen months. The staff was hindered by such delays. It is hoped other projects will receive letters of authorization for GSA equipment-order and credit-card applications at the inception of the contract. Delays such as these can seriously inhibit program effectiveness.

Since that time our relations with OMPER have been quite satisfactory. The new Project Officer has kept in touch and been of assistance on many occasions, while the checks have come through with unusual promptness.

Section 10

DISSEMINATION OF INFORMATION

The only publicity sought for Project SEESAW was during the recruiting phase. News releases were distributed to all local media in the hope this would attract many applicants.

What happened instead was that such releases, while having a negligible effect on recruiting statistics, served to educate the local communities. This was most effective in the Slidell area; the news editor of the Times sought to make himself knowledgeable (and got the right facts) about the program. Taking advantage of this good will, the staff kept a steady stream of releases flowing to The Slidell Times.

It is necessary to mention that, when possible, E&D staff members should handle their own publicity. Especially in rural areas, experimental training programs are likely to be dubbed as "federal give-away." The publicity must be handled carefully, and, in order to insure correct copy, only those who understand the program should handle news releases.

As stipulated in the contract, the SEESAW staff planned and held a seminar for local manpower personnel and other interested individuals. Results of the program were presented and discussed on March 21, 1966.

Section 11

RECOMMENDATIONS

11.1. Operational

A. Streamline GSA operations so relatively short-term programs do not wait an inordinate amount of time for goods and/or services.

B. Develop a handbook for E&D program directors which would delineate a path through the maze of red tape in Washington. This was suggested in SEESAW's first periodic report, submitted February 10, 1966.

C. Allow adequate time in scheduling for hiring and orienting the staff. Locating qualified individuals for short-term employment is difficult and takes time; furthermore, orientation is absolutely necessary.

D. When a contract has been granted to an institution (such as Loyola) an individual bookkeeping system should be maintained. This was crucial to operational efficiency.

11.2. Finding, Training, and Keeping Trainees

A. Indigenous recruiters are extremely effective, especially in rural areas where potential trainees are not concentrated as heavily as they are in urban areas.

B. Utilize word-of-mouth recruiting; do not depend on the written word even when the target group is literate.

C. When working with minority groups, learn and utilize the principles of relationship learning and repeated-demonstration learning.

D. The self-image of culturally disadvantaged persons is that of victim, with resultant self-defeating behavior. MDTA programs which service such persons should provide tools with which trainees can develop creative self-images.

E. Involve business leaders in the training program. Their active participation results in better training, effective placement, and an educated business community.

F. Training should include a job-preparation phase, including familiarization and practice with pre-employment tests and interviewing procedures.

G. Clerical trainees who suffer deficiencies in English grammar should be given remedial English instruction before entering shorthand classes.

H. Training in clerical fields for those from culturally deprived backgrounds should be accelerated and intense. Six months is not long enough to do a comprehensive job; eight or nine months would be more adequate.

EPILOGUE

Although 134 trainees completed the SEESAW program (94 of whom are now employed), it may be said that the staff underwent as much "learning" as did the trainees. The total experience of Project SEESAW confirmed and intensified the intent of the Institute of Human Relations: "To make the dignity of man the heart of economic efficiency." Continuing action in the development of human resources in both urban and rural Louisiana is the logical result of past experience. The foundation for action is now more solid than before, because SEESAW-trained graduates and staff are now a part of that foundation.

APPENDIX 1

Statistics

	Kenner	Slidell	Gramercy	Total
A. General Statistics				
1. Number contact	137	179	173	489
2. Number considered for training	102	116	75	293
3. Number enrolled	30	65	60	155
4. Number receiving training	30	60	60	150
5. Number completing course	30	56	48	134
6. Number terminated	0	9	12	21
7. Number employed	27	41	26	94
B. Training Statistics				
1. Sex				
a. Male	0	0	60	60
b. Female	30	60	0	90
2. Age				
a. 16 - 21	2	27	21	50
b. 22 - 39	28	25	21	74
c. 40 & over	0	8	18	26
3. Education (highest grade completed prior to training)				
a. 0 - 8	0	2	37	39
b. 9 - 11	4	10	17	31
c. 12 years	11	42	6	59
d. Over 12 years	15	6	0	21

	Kenner	Slidell	Gramercy	Total
4. Head of Household & family	10	21	31	62
5. Recipient of training allowance	13	35	41	89
6. Recipient of travel allowance	30	15	47	92
7. Geographical Distribution by Parishes				
a. St. Charles	6	0	3	9
b. St. John the Baptist	20	0	28	48
c. St. James	4	0	29	33
d. St. Tammany	0	60	0	60
8. Racial Distribution				
a. White	4	25	0	29
b. Negro	26	35	60	121
c. Other	0	0	0	0